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Report on the activities of the Office of Internal Oversight Services

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Financing of the United Nations Organization Mission in the Democratic Republic of the Congo

Report of the Office of Internal Oversight Services on its investigation into allegations of sexual exploitation and abuse in the Ituri region (Bunia) in the United Nations Organization Mission in the Democratic Republic of the Congo

Summary

In early 2004, there were media reports of sexual exploitation and abuse of Congolese young women and girls by United Nations peacekeepers in the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) at Bunia. The Office of Internal Oversight Services (OIOS) investigated these allegations and issued report A/59/661, "Investigation by the Office of Internal Oversight Services into allegations of sexual exploitation and abuse in the United Nations Organization Mission in the Democratic Republic of the Congo", dated 5 January 2005. That report found serious problems in this regard at MONUC, and OIOS made recommendations to prevent sexual exploitation and abuse by peacekeepers, as well as recommendations to provide the poverty-stricken Congolese girls with alternatives to prostitution.

From mid-2005, OIOS returned to the region to investigate individual reports of sexual exploitation and abuse, learned of many allegations of misconduct very similar to those received in 2004 and, as a result, renewed investigation activity in Bunia. From 17 January to 13 February 2006, OIOS investigators operating in Bunia received allegations of 217 instances of peacekeepers who paid girls, aged 18 and under, for sexual relations with money, food or clothing. Fifty-four alleged victims

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were identified. OIOS also received reports of 10 girls who had given birth to or were pregnant with children allegedly fathered by peacekeepers. In all, 75 peacekeepers were alleged to have engaged in sexual relations with Congolese girls.

Despite what collectively was a clear pattern of exploitation, it became virtually impossible to substantiate specific instances of sexual exploitation and abuse by conclusive evidence. In many of these cases, the accused peacekeeper was no longer in Bunia. Many complainants became frightened at the prospect of being confronted with the subjects of investigation, or were pressured or intimidated by young prostitutes not to cooperate with OIOS. Some complainants lost interest in further cooperation when they learned that they would not receive financial compensation for their cooperation. In the end, only one case was fully substantiated and reported by OIOS to the Department of Peacekeeping Operations.

Based on the 217 allegations received during this investigation, the young women and girls of Bunia remain at high risk of sexual exploitation and abuse, notwithstanding the findings and recommendations of the previous OIOS report (A/59/661). Furthermore, OIOS has recently learned that girls are following contingents from locality to locality, offering their services.

The United Nations must engage all potential stakeholders to address the social and economic problems that lead girls into prostitution. OIOS will continue to do its part, noting however that the child prostitution and related sexual exploitation and abuse issues require proactive initiatives by all actors concerned. Greater efforts are required to offer these young victims the chance to escape the abject poverty in which they continue to live. On a positive note, in August 2006 the Democratic Republic of the Congo made it a crime to have sexual relations with a child less than 18 years of age, although prostitution is not criminalized.

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I. Introduction

1. In May 2004, the media reported allegations of widespread sexual exploitation and abuse by peacekeepers in the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) at Bunia, Democratic Republic of the Congo.[1] At the request of MONUC senior management, OIOS investigated 72 allegations of sexual exploitation and abuse and issued reports to the Department of Peacekeeping Operations and MONUC on 20 individual cases, 19 of which involved peacekeepers. Six allegations of sexual exploitation and abuse were substantiated. The investigation was summarized in an OIOS report, "Investigation by the Office of Internal Oversight Services into allegations of sexual exploitation and abuse in the United Nations Organization Mission in the Democratic Republic of the Congo" (A/59/661).

2. In January 2006, OIOS received further allegations of sexual exploitation and abuse by peacekeepers in Bunia. OIOS redeployed a team of male and female investigators from different ethnic and cultural backgrounds, experienced in dealing with the issues of sexual exploitation and abuse, to Bunia to investigate these allegations. In the course of that investigation, OIOS received 217 allegations of sexual abuse and exploitation against a total of 75 peacekeepers. However, only one allegation was fully substantiated, for a variety of reasons: in many of these cases, the accused peacekeeper was no longer in Bunia; many complainants became frightened at the prospect of being confronted with the subjects of investigation; some complainants were pressured or intimidated by other prostitutes not to cooperate with OIOS; and complainants lost interest in further cooperation when they learned they would not receive financial compensation for their cooperation. Without an in-person identification by a victim of the peacekeeper with whom she claimed to have had sexual relations, substantiation of the allegation was not possible. This report is an overview of the OIOS investigation and the problems it identified.

3. When this investigation was initiated in January 2006, the majority of displaced persons had been assimilated within the local community and the Bunia camp was a fraction of its original size. Conflict in Bunia continued, although not as intensively as in 2004.

4. Most of the local population continues to live in poverty. Prostitution is a fact of life and a source of income for some girls and women, especially in impoverished areas such as Bunia. The Penal Code of the Democratic Republic of the Congo does not criminalize prostitution. However, in August 2006, the Code was amended to make sexual relations with a child less than 18 years of age a crime (previously it had been a crime to have sexual relations with a child less than 14 years of age).

5. A draft of this report, dated 30 January 2007, was provided to the Department of Peacekeeping Operations. Responses were received from MONUC (dated

[1] Bunia is the capital of Ituri Province which is in the north-east of the Democratic Republic of the Congo. In May 2003, the region experienced intense ethnic conflict, which resulted in the displacement of tens of thousands of Congolese citizens, many of whom were sheltered in a camp for internally displaced persons in Bunia. Bunia remains the headquarters and logistics base of MONUC Sector 6. The national contingents and the military police unit in this sector are from seven Member States.

16 March 2007) and from the Department (dated 21 March 2007). Their comments appear in italics in this report.

II. Investigative activities

A. Methodology

6. OIOS met with concerned parties, including military personnel from the office of the MONUC Force Commander, the contingent commanders in Bunia, MONUC senior managers, staff of United Nations agencies and non-governmental organizations with responsibilities in the region, Congolese citizens, and staff of the Department of Peacekeeping Operations.

7. OIOS investigators interviewed all girls identified as victims who were willing to cooperate, as well as witnesses. Documents and photographs were obtained and analysed. The girls then viewed photographic arrays of peacekeepers in an attempt to identify the alleged perpetrators. Thereafter, girls who were still willing to cooperate with the investigation viewed physical line-ups of peacekeepers and interviews of identified peacekeepers were conducted. A military legal officer and a representative from the respective military contingent were present during all line-ups and interviews.

B. Allegations

8. Upon arrival in January 2006, the OIOS team met with the coordinators of a local non-governmental organization, "Union des Femmes pour le Développement", who reported that some Congolese girls had given birth to babies allegedly fathered by peacekeepers. Investigators then met at this NGO's office with Congolese girls, 15 to 18 years of age, who reported additional instances of themselves or other girls having had sexual relations with peacekeepers in return for money, food or goods.

9. From 17 January to 13 February 2006 the following allegations were received by OIOS:

Allegations of sexual exploitation and abuse[2]	217
Alleged victims[3]	54
Allegations of babies fathered or girls impregnated	10
Peacekeepers alleged to have engaged in sexual exploitation and abuse of local girls	75

10. Of the 75 peacekeepers alleged to have engaged in sexual exploitation and abuse, 39 were still in Bunia in the course of the OIOS investigation. However, as the investigation progressed, many girls ceased cooperating and, as a result, only 14

[2] This figure represents sexual relationships rather than individual sexual acts.

[3] Not all the alleged victims were interviewed. Of the 54 alleged victims, only 14 admitted that they had had sexual relations with a peacekeeper(s). Of the other 40 girls, 3 denied involvement with peacekeepers, 20 could not be found, 10 were not identified, and 7 refused to cooperate with OIOS.

of the 39 peacekeepers were required to participate in a physical line-up. During the physical line-up several girls identified peacekeepers who, they claimed, had had sex with other girls. However, only two girls made positive identifications, both photographic and physical, of peacekeepers with whom they claimed to have had sexual relations themselves. Only one of these cases had the necessary corroborating evidence to substantiate the allegations against the peacekeeper identified. Nevertheless, all 39 peacekeepers were interviewed by OIOS.

1. Victims, witnesses and alleged perpetrators

11. OIOS noted that 10 of the girls interviewed had been victims identified in its prior investigation (see A/59/661). As in 2004, they were destitute and had no prospects for education or training in employable skills. None of the girls interviewed by OIOS came from a stable environment, and education beyond elementary grades was non-existent. The girls often lived with prostitutes, friends or distant relatives. Most had no visible means of financial support, other than the money, food and clothing they received from peacekeepers in payment for sexual relations.

12. While one girl who cooperated with the investigation considered herself a prostitute and claimed to have had sexual relations with more than 15 peacekeepers, most referred to the peacekeepers with whom they were having sexual relations as their "boyfriends". Upon a "boyfriend's" rotation out of Bunia, the girl often became sexually involved with a new "boyfriend".

13. OIOS encountered many obstacles in this investigation:

(a) In some cases, the accused peacekeeper was no longer in Bunia;

(b) Some girls expected to be paid for participating in the investigation, and refused to cooperate upon being informed that OIOS does not pay for information;

(c) Some girls who refused to cooperate with the investigation out of concern that it might eliminate what they described as their only source of income threatened those who were cooperating;

(d) Some girls alleged they had been subjected to bribes, intimidation or both by peacekeepers;

(e) Some girls, with prior negative experiences with Congolese authorities such as sexual abuse, intimidation and solicitation of bribes, were fearful of cooperating with the investigation.

14. Consequently, many girls who initially cooperated with the investigation refused to participate at the physical line-up stage, or failed to identify the alleged perpetrators.

2. The United Nations military environment in Bunia

15. Contingent commanders and their officers were frequently reluctant to cooperate with the OIOS investigation:

(a) Some were not familiar with the OIOS mandate to investigate allegations of sexual exploitation and abuse, despite the predeployment training provided by the Department of Peacekeeping Operations for contingents in the Mission;

(b) There were allegations that local girls, who attempted to seduce peacekeepers through sexual teasing, were the real problem;

(c) There was a perception that OIOS had elicited allegations, which they claimed were fabricated by the victims in an attempt to extort money;

(d) They emphasized the stress and pressure the allegations and the investigation put on their soldiers.

3. Military contingents

16. OIOS confirmed that sexual exploitation and abuse-awareness training had been given to all peacekeepers both prior to their deployment to MONUC and upon their arrival.

17. However, OIOS observed that only one contingent had implemented measures designed to prevent sexual exploitation and abuse. The contingent commander concerned installed wire mesh within the military camp perimeter fencing to prevent direct contact between the peacekeepers and the local population — a problem identified by OIOS in 2004. Not only were basketball, football, volleyball and miniature golf facilities and a running track constructed within the camp, but there were mandatory games and tournaments, including a contest to see which unit could construct the best garden in front of its designated barracks. Peacekeepers had access to television programmes from home and were provided with free telephone calls to their families. These peacekeepers were not paid their mission allowances while deployed in Bunia and consequently did not have cash to pay for sex. Only a few allegations of sexual exploitation and abuse were made against peacekeepers from this contingent, and these allegations were unsubstantiated.

18. Another contingent was assigned responsibility for security and perimeter control at Bunia and manned 10 checkpoints around the town. Peacekeepers were assigned 30-day rotations from one checkpoint to another, during which they ate, slept and worked at the checkpoint. Their work and accommodations involved direct contact with the local population, separated at most by strands of barbed wire. While there were limited recreational facilities at the main camp, there were none at any of the checkpoints inspected by OIOS. The bulk of the allegations received in this investigation were made against peacekeepers from this contingent.

III. Applicable legal provisions

19. The allegations in these cases were that peacekeepers were involved in exploitative behaviour by having sexual relations with Congolese girls between the ages of 14 and 18. Sexual exploitation and abuse is prohibited conduct under rule 4 of the Code of Personal Conduct for Blue Helmets and the MONUC code of conduct. The MONUC code of conduct defines an act of sexual abuse and/or exploitation as (a) any exchange of money, employment, goods or services for sexual intercourse, (b) sexual activity with a person under the age of 18, and (c) any other sexual misconduct that has a detrimental effect on the image, credibility, impartiality or integrity of the Organization. Failure to observe these standards of conduct renders the perpetrators liable to disciplinary action for serious misconduct, as defined in section III of the Department of Peacekeeping Operations Directives for Disciplinary Matters Involving Military Members of National Contingents. All

troop-contributing countries recognize the Code of Personal Conduct for Blue Helmets as binding. In addition to the codes, bulletins and directives noted in this section, peacekeepers are subject to the laws of their own country.

20. The Secretary-General promulgated ST/SGB/2003/13 in 2003. This bulletin is binding on United Nations staff and its provisions are similar to those contained in the MONUC code of conduct. Section 1 of the bulletin defines sexual exploitation as "any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another". Sexual abuse is defined as "actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions". In demanding or seeking sexual favours from these vulnerable victims, the peacekeepers abused their position of power. By virtue of their unequal social position and their relative wealth, and the ability to bestow small amounts of money or food on the girls, the peacekeepers could take advantage of the local population, which has little means of its own.

21. Under section 7 of the Secretary-General's bulletin on observance by United Nations forces of international humanitarian law (ST/SGB/1999/13), United Nations forces conducting operations under United Nations command and control are prohibited from committing acts of sexual exploitation and abuse and have a particular duty to protect women and children from such assaults. The need for the contingents to be close to the local population in order to protect them from militia attacks provides not only an opportunity to supply the required protection, but also, unfortunately, an opportunity to exploit the dire needs of vulnerable children, thereby violating established United Nations policies.

IV. Investigative findings

A. General evidence of sexual abuse

22. OIOS must establish reliable and convincing evidence to support its investigatory findings and recommendations. Consequently, although the allegations received by OIOS suggested frequent and ongoing sexual contact between local girls and peacekeepers, there was sufficient evidence to fully substantiate only one of the allegations.

23. There were clear indications that girls in Bunia frequently had sex with peacekeepers:

(a) The girls often had detailed knowledge of a peacekeeper, such as his first name, rank, position or exact repatriation date;

(b) While most girls referred to their sexual partners as "boyfriends", some acknowledged that they were prostitutes;

(c) The girls corroborated each other's evidence of sexual contact with peacekeepers and on several occasions identified the same individual from an array of over 750 photographs. However, many of these girls refused to cooperate at the physical line-up stage of the investigation;

(d) Some of the girls identified three drinking establishments where peacekeepers could obtain alcohol and sex. OIOS investigators visited two of the

establishments, one which was only 200 metres from a contingent camp, and noted evidence of alcohol consumption in the front room and a mattress in the back room.

24. Given the economic hardship and lack of family support or other sources of income facing the girls, in addition to the reported bribes and intimidation and their apprehension of the investigative process, it is not surprising that some girls refused to cooperate or ceased their cooperation with the OIOS investigation. Although only one allegation was substantiated, it is reasonable to infer that a number of peacekeepers based in Bunia have been paying Congolese girls for sex, in violation of established United Nations policies. Consequently, OIOS concludes that there continues to be a high risk at Bunia that the Organization's commitment to zero tolerance of sexual exploitation and abuse will not be achieved.

B. The substantiated case

25. The Congolese girl in the case substantiated by OIOS claimed that she was 17 years old, although, like most of the girls interviewed, she had no documentary proof of her age. When interviewed, she was eight months pregnant. She alleged that she had had her first sexual encounter in 2004 with a peacekeeper stationed in Bunia and stated that, since that time, she and her girlfriends had regularly engaged in sexual intercourse with peacekeepers deployed to Bunia. She further alleged that the father of her unborn child was one of three peacekeepers (she did not know which one) who had been paying her for sex near the time of conception. When shown a photographic array of peacekeepers, she identified one of them as her "boyfriend" of the previous four or five months and detailed the various duty stations to which he had been assigned. She subsequently identified him in the physical line-up. Four other girls identified the same individual as the "boyfriend" of the victim in photographic arrays of peacekeepers, and also provided corroboration of the victim's statements regarding the person concerned.

C. Assessment of the risk of sexual exploitation and abuse by peacekeepers in Bunia

26. Pursuant to paragraph 17 of its mandate (ST/SGB/273), OIOS is responsible for the investigation of alleged violations. It is also delegated to assess potential risks to United Nations operations which could lead to violations of established regulations, rules and policies. In this regard, OIOS notes the following concerns:

(a) The 2004 civil conflict in the Democratic Republic of the Congo resulted in economic hardship, family breakdown and poor education. Consequently, some girls resorted to prostitution. OIOS observations suggest a pattern of peacekeepers having sexual relations with prostitutes, including child prostitutes, in contravention of United Nations policies;

(b) Prostitution is a "supply and demand" situation. In many peacekeeping missions, not just MONUC, there is ample potential demand: peacekeepers, United Nations international and local staff and United Nations contractors. All have a significantly higher income level than the local population, whose dire economic situation means there is an ample supply of girls and young women offering sex in exchange for money, food or clothes;

(c) The military guard post structure in Bunia offers no deterrence to close contact with the local population, nor are the peacekeepers stationed at them provided with adequate recreational activities. This, coupled with the lack of concern by some commanding officers over allegations of sexual exploitation and abuse, suggests ineffective measures to enforce zero tolerance. It sometimes appears that a "boys will be boys" attitude prevails with respect to command and control of personnel.

27. OIOS also notes an unrelated allegation, reported in a newspaper on 2 January 2007, of sexual exploitation and abuse by peacekeepers in the Sudan. In an attempt to follow up and investigate that allegation, OIOS directly requested further information from the newspaper concerned. As of the release of the present report, the newspaper has not provided any information which would enable OIOS to initiate an investigation into the allegation.

D. Proactive prevention of sexual exploitation and abuse

28. The commanders of one contingent in Bunia take a proactive approach to preventing sexual exploitation and abuse by providing recreational and other outlets for their soldiers. Such efforts should be used as a model for other national contingents in MONUC and elsewhere in peacekeeping operations.

V. Conclusions

29. The Department of Peacekeeping Operations has created and staffed conduct and discipline units in many peacekeeping missions and at New York Headquarters to raise awareness of sexual exploitation and abuse issues and to provide on-the-ground training to both peacekeepers and United Nations staff. Collaboration between the Department and troop-contributing countries has been ongoing, and a new draft model memorandum of understanding is being negotiated to ensure that all parties address these issues. Positive changes have also occurred in the missions, as exemplified by the contingent in Bunia that separated its troops from the local community and provided recreational outlets for them.

30. OIOS believes that ongoing discussions between the Department, troop-contributing countries and OIOS will result in the strengthening of relevant policies concerning misconduct and discipline for all categories of personnel.

31. However, OIOS re-emphasizes that the complex issues of child prostitution and sexual exploitation and abuse cannot be eradicated by the Department's training initiatives, OIOS investigations or the strengthening of command and control of peacekeepers. The abject poverty that forces young girls to sell themselves must be the focus of developmental efforts across the United Nations family. Agencies such as the United Nations Children's Fund (UNICEF) should be engaged to discuss and develop ways forward in providing economic opportunities for these girls and women. Quick-impact projects and other similar programmes initiated by the United Nations have assisted impoverished societies in rebuilding and offer hope for vulnerable populations. OIOS believes such activity should be addressed at United Nations Headquarters, in conjunction with other United Nations organizations in the Democratic Republic of the Congo and the wider NGO community. The

Organization must mobilize resources, perhaps initially through the local United Nations country team, and take a more vigorous and concerted approach in order to address this problem and achieve a sustainable change in the lives of young girls and women in the Democratic Republic of the Congo.

32. The Special Representative of the Secretary-General for MONUC made the following general comments in his response to the draft report:

> *Firstly, as soon as I became aware of the 217 allegations of sexual exploitation and abuse in Bunia, I immediately dispatched my Chief of Staff and the Chief of the MONUC Conduct and Discipline Team to review the measures that had been put in place.*
>
> *Secondly, much has happened since late 2004 to early 2006. A high-level investigation team was sent to MONUC in December 2004, which was followed by the establishment of an Office for Addressing Sexual Exploitation and Abuse in March 2005. The Conduct and Discipline Team was established in November 2005 replacing the Office concerned. The Team was only fully staffed in April 2006. It spent the remainder of 2006 establishing and implementing strategies addressing training, reporting of misconduct allegations, outreach initiatives, establishment of an allegation data base and assessment visits to various field offices, including those in Ituri.*

33. OIOS agrees that much work has been done in regard to prevention of sexual exploitation and abuse in MONUC since document A/59/661 was issued. However, as described in the present report, prostitution remains prevalent in the Ituri region. Local girls continue to sell their bodies for nothing more than milk, food or small sums of money. This has been occurring unabated for several years in the region.

VI. Recommendations

34. Given the findings of this investigation, OIOS makes the recommendations set out below.

Recommendation 1

35. The Department of Peacekeeping Operations and MONUC should address the full implementation of recommendations 2, 3 and 5 to 8 of OIOS report A/59/661 (ID Rec. No. IV05/618/01);[4]

> **Recommendation 2 (A/59/661)**: The Department of Peacekeeping Operations and MONUC, as a matter of high priority, should implement a strong prevention programme, with emphasis on protecting the most vulnerable girls (those under 18 years of age), and establish a rapid-response detection programme, utilizing personnel experienced in such cases, beginning in Bunia on an expedited basis and then expanding to the other regions of MONUC.
>
> *MONUC responded that the Department of Peacekeeping Operations sent a high-level investigation team in December 2004, which segued into the Office for Addressing Sexual Exploitation and Abuse in March 2005. The Office was*

[4] The symbols in parentheses in this section refer to an internal code used by OIOS for recording recommendations.

staffed by trained and experienced investigators in sexual exploitation and abuse. It provided a rapid response to allegations. During the existence of the Office in 2005, it conducted 131 investigations into allegations of sexual exploitation and abuse throughout the mission. Preventive measures were implemented on 28 February 2005 (revised on 7 December 2005 and 5 May 2006) and the MONUC code of conduct was revised in March 2005. Wherever possible, training took place, including training of the military component in Ituri. With respect to Ituri specifically, investigation teams from the Office for Sexual Exploitation and Abuse travelled to Ituri on eight separate occasions from January to July 2005 for approximately 69 days in total. During these trips to Ituri, a total of 28 allegations were investigated. From August 2005, OIOS assumed responsibility for responding to allegations of sexual exploitation and abuse. The MONUC Conduct and Discipline Team's efforts from then to date have been focused on prevention, training and outreach. There have been numerous standard operating procedures on reporting of misconduct and briefings to heads of office and contingent commanders. Four "train-the-trainers" sessions have been conducted in Ituri alone during 2006.

Recommendation 3 (A/59/661): Senior MONUC managers must become more involved and demand accountability from both civilian administrators and contingent commanders in the Mission. MONUC must take steps to ensure that administrators and officers demonstrate implementation of all existing regulations and policies aimed at preventing sexual abuse and exploitation.

MONUC stated that the Special Representative of the Secretary-General has personally stressed the responsibility of management and command at every available opportunity. The Special Representative has been wholeheartedly supported by the Force Commander, who has on numerous occasions requested contingent commanders to personally account for the behaviour of their troops. The Conduct and Discipline Team regularly conducts briefings with brigade and contingent commanders where their accountability and responsibility is emphasized. On occasions where the behaviour of officers has been found wanting, a request has been made for their immediate repatriation. More could have been done in this regard, had allegations which had been referred to OIOS been investigated more expeditiously. Focal points on sexual exploitation and abuse have been appointed in all field offices and within the uniformed component of the Mission. Action plans at all levels to address misconduct, including sexual exploitation and abuse, have been drafted and implemented.

Recommendation 5 (A/59/661): The MONUC Force Commander, in conjunction with contingent commanders, should enforce strict discipline over the personnel under their command.

According to MONUC, this has been addressed to some extent by the comments to recommendation 3. The Force Commander issued a Force Order on 22 July 2005 establishing and confirming strict measures aimed at preventing sexual exploitation and abuse. These measures are enforced by approximately 200 military policemen who conduct on average 2,000 patrols a month throughout the Mission area. Some individual contingent commanders have imposed even more severe measures. Preventive measures are under constant review by the commanders of the military component. The Force

Commander has zero tolerance in respect of any individual, especially those in command and control positions, who breach the code of conduct or any part of his preventive measures.

Recommendation 6 (A/59/661): MONUC should identify and implement measures that ensure that all military compounds are adequately secured to prevent unauthorized entry and egress as well as ad hoc trading between troops and the local population.

MONUC commented that every effort is made to ensure that military compounds are secure. This is not always immediately possible, as some military units have to be rapidly deployed to new positions and such positions may only be of a temporary nature. In addition, the Force Commander has established a strict non-fraternization policy for military contingent members, in terms of which all non-official contact with the local population is forbidden. All reported breaches of this policy are dealt with firmly by the Force Commander and the relevant contingent commander.

Recommendation 7 (A/59/661): MONUC should collaborate, perhaps under the auspices of the Office for the Coordination of Humanitarian Affairs, with other non-governmental organizations and United Nations agencies in the Bunia area to find ways of strengthening the existing programmes to empower and protect the vulnerable population to allow for alternative means of survival.

MONUC responded that an inter-agency focal point network has been established to ensure commonality in efforts to address sexual exploitation and abuse. In Bunia specifically, funding for quick-impact projects was made available to an international NGO to implement a programme affecting prostitutes in Bunia. During assessment visits to the field, the Conduct and Discipline Team, and previously the Office for Addressing Sexual Exploitation and Abuse, met with and worked closely with national and international NGOs. This is still an ongoing process whereby new ways of collaboration are being pursued.

Recommendation 8 (A/59/661): Given that this problem is not unique to MONUC, and with new missions being opened in areas where similar problems can arise, it is recommended that the Department of Peacekeeping Operations consider a wider application of prevention and detection policies to protect against sexual abuse and exploitation by peacekeepers. This may include the designation of local officials or non-governmental organizations to receive reports of sexual exploitation and abuse; the central reporting of all cases to mission senior management on an expedited basis; the development of mission-based rapid-response teams; the development of educational programmes for the troops on their responsibilities and on sanctions for sexual exploitation and abuse; the public naming and shaming of those found to have engaged in sexual exploitation and abuse; and the permanent exclusion from peacekeeping missions of those troops who engage in sexual exploitation and abuse and of their contingents' commanders.

MONUC stated that the recommendation is addressed to the Department of Peacekeeping Operations and not specifically to MONUC. Nevertheless, the Special Representative of the Secretary-General issued instructions in March

2005 on the establishment of the Office for Addressing Sexual Exploitation and Abuse that all allegations of sexual exploitation and abuse involving all categories of personnel were to be centrally reported to the Office. With respect to other measures implemented by MONUC, please see the comments in the preceding paragraphs. The MONUC Conduct and Discipline Team has directly and indirectly (through a "train the trainers" programme) trained over 50,000 personnel in 2006 alone. Finally, whether naming and shaming should become a policy is for the Department of Peacekeeping Operations to determine.

The Department commented that it currently maintains a database of all troops who engage in sexual exploitation and abuse, including commanders who fail to provide an environment which prevents sexual exploitation and abuse. Such personnel are excluded from participating in any current or future United Nations peacekeeping operations. Additionally, while the Department has commended troop-contributing countries which have taken disciplinary action against offending troops, it is yet to consider the policy of publicly naming and shaming of those found to have engaged in sexual exploitation and abuse.

36. Despite proactive initiatives by the Department of Peacekeeping Operations and MONUC, there remain vulnerable girls in Bunia who resort to prostitution. Greater efforts must be made by the Department, MONUC and other organs, such as UNICEF and the United Nations Development Programme (UNDP), to offer alternatives to prostitution such as education and employment opportunities, and to develop the economy in the region.

Recommendation 2

37. It is recommended that the Department of Peacekeeping Operations advise the Permanent Missions of troop-contributing countries of the need to ensure that all military command staff are apprised of the Organization's commitment to a zero-tolerance policy towards sexual exploitation and abuse (ID Rec. No. IV05/618/02);

MONUC argued that, while not directed for implementation by the Mission, recent and present contingent commanders in MONUC are fully supportive of the zero-tolerance policy of the United Nations. The effectiveness of their command and commitment to the policy is evidenced by the fact that members of the contingent have been targeted by local sex workers with verbal and physical abuse for not making use of their services.

38. OIOS and others are aware that prostitution is still a source of income for many girls in the Ituri region. OIOS has recently learned that girls are following contingents from locality to locality, offering their services.

Pursuant to this recommendation, the Department of Peacekeeping Operations sent a note verbale to one Member State requesting that it take appropriate action on allegations referred to it for further investigation and disciplinary action. The note verbale further requested an urgent meeting with the Permanent Mission to find ways to address the requirement to enforce the zero-tolerance policy with respect to sexual exploitation and abuse by their personnel serving in United Nations peacekeeping operations.

Recommendation 3

39. It is recommended that the Department of Peacekeeping Operations and the Force Commander of MONUC collaborate in reviewing the modalities of checkpoint deployment of troops in Bunia, such as lengthy assignments at a single checkpoint, to determine preventive measures aimed at reducing allegations of sexual exploitation and abuse emanating from current deployment policy. Consideration should also be given to providing recreational and related welfare outlets for troops (ID Rec. No. IV05/618/03);

According to MONUC, the Force Commander has indicated that he will request the relevant contingent commander and the Ituri brigade commander to review the present deployment policy of those troops. Any amendment to the policy will of course be subject to operational exigencies. With respect to welfare and recreation, MONUC awaits the approval of the new welfare and recreational policy. In the meantime, every effort is made to address this important issue within the existing constraints and budgetary resources.

The Department of Peacekeeping Operations reiterated MONUC's position that any amendment of the current deployment policy in the Ituri region will be subject to operational exigencies. Additionally, the standard operating procedure on welfare and recreation has been considered and approved by the expanded senior management team. It is soon to be forwarded to all missions for implementation.

Recommendation 4

40. It is recommended that the Department of Peacekeeping Operations promote, in MONUC and other United Nations peacekeeping operations, the preventive measures implemented by some contingent commanders in Bunia to implement the Organization's policy of zero tolerance of sexual exploitation and abuse (ID Rec. No. IV05/618/04);

MONUC responded that the efforts of some commanders to prevent sexual exploitation and abuse have indeed been very successful. However, caution should be exercised in transplanting the approach of one contingent to another. Factors such as religion and culture play a significant role in the success or otherwise of a particular measure. There are indeed some contingents in Bunia in respect of which not a single allegation of sexual exploitation and abuse has been received by the Conduct and Discipline Team in 2006 and who have different preventive measures in place. It is therefore suggested that the preventive measures of all contingents be considered with a view to establishing a best practice. However, no matter how effective the preventive measures are, the effectiveness will depend on command and enforcement.

The Department of Peacekeeping Operations commented that it is considering the preventive measures being implemented by all contingents, including the concerned contingent, with a view to establishing best practices which will be disseminated to all missions, including MONUC.

Recommendation 5

41. It is recommended that the Department of Peacekeeping Operations re-emphasize the vigorous application of all established policies aimed at holding contingent commanders personally accountable for the maintenance of their troops' discipline, including the prevention of sexual exploitation and abuse (ID Rec. No. IV05/618/05);

The Department of Peacekeeping Operations observes that the existing Force Commanders' directives contain ample stipulations aimed at holding contingent commanders personally accountable for the maintenance of discipline of the troops under their command. The Department will, however, send a reminder to all missions re-emphasizing the vigorous application of the Force Commanders' directives.

(*Signed*) Inga-Britt **Ahlenius**
Under-Secretary-General for Internal Oversight Services

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Financing of the United Nations Mission in Ethiopia and Eritrea

Budget for the United Nations Mission in Ethiopia and Eritrea for the period from 1 July 2007 to 30 June 2008

Report of the Secretary-General

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Summary

The present report contains the budget for the United Nations Mission in Ethiopia and Eritrea (UNMEE) for the period from 1 July 2007 to 30 June 2008, which amounts to $123,686,400.

The budget provides for the deployment of 230 military observers, 1,470 military personnel in contingents, 177 international staff, 219 national staff and 68 United Nations Volunteers. In response to the request of the General Assembly in its resolution 61/248, which called for a rejustification of all posts in the Mission, the levels of international and national staff posts have been reduced by 30 posts each, and 4 general temporary assistance positions have been abolished.

The total resource requirements for UNMEE for the financial period from 1 July 2007 to 30 June 2008 have been linked to the Mission's objective through a number of results-based frameworks, grouped by the following components: substantive civilian, military and support.

The human resources of the Mission in terms of number of personnel have been attributed to the individual components, with the exception of the Mission's executive direction and management, which can be attributed to the Mission as a whole.

The explanations of variances in the levels of both human and financial resources have been linked, where applicable, to specific outputs planned by the Mission.

Financial resources

(Thousands of United States dollars. Budget year is from 1 July to 30 June.)

Category	*Expenditures (2005/06)*	*Apportionment (2006/07)*	*Cost estimates (2007/08)*	*Variance*	
				Amount	*Percentage*
Military and police personnel	78 057.5	63 102.3	45 456.7	(17 645.6)	(28.0)
Civilian personnel	27 778.4	25 725.0	24 151.3	(1 573.7)	(6.1)
Operational costs	50 160.2	48 557.8	54 078.4	5 520.6	11.4
Gross requirements	**155 996.1**	**137 385.1**	**123 686.4**	**(13 698.7)**	**(10.0)**
Staff assessment income	3 511.1	2 751.0	2 840.4	89.4	3.2
Net requirements	**152 485.0**	**134 634.1**	**120 846.0**	**(13 788.1)**	**(10.2)**
Voluntary contributions in kind (budgeted)	—	—	—	—	—
Total requirements	**155 996.1**	**137 385.1**	**123 686.4**	**(13 698.7)**	**(10.0)**

Human resources

	Military observers[a]	*Military contingents*[a]	*International staff*	*National staff*[b]	*United Nations Volunteers*	*Total*
Executive direction and management						
Approved 2006/07	—	—	9	1	—	**10**
Proposed 2007/08	—	—	8	1	—	**9**
Components						
Substantive civilian						
Approved 2006/07	—	—	39	15	7	**61**
Proposed 2007/08	—	—	32	12	7	**51**
Military						
Approved 2006/07	230	2 070	4	—	—	**2 304**
Proposed 2007/08	230	1 470	2	—	—	**1 702**
Support						
Approved 2006/07	—	—	153	232	61	**446**
Proposed 2007/08	—	—	133	205	61	**399**
General temporary assistance						
Approved temporary positions[c] 2006/07	—	—	5	2	—	**7**
Proposed temporary positions[c] 2007/08	—	—	2	1	—	**3**
Total						
Approved 2006/07	230	2 070	210	250	68	**2 828**
Proposed 2007/08	230	1 470	177	219	68	**2 164**
Net change	**—**	**(600)**	**(33)**	**(31)**	**—**	**(664)**

[a] Represents highest level of authorized/proposed strength.

[b] Includes National Officers and national General Service staff.

[c] Funded under general temporary assistance.

The actions to be taken by the General Assembly are set out in section IV of the present report.

I. Mandate and planned results

1. The mandate of the United Nations Mission in Ethiopia and Eritrea (UNMEE) was established by the Security Council in its resolutions 1312 (2000) and 1320 (2000) and further adjusted by the Council in its resolutions 1430 (2002) and 1531 (2004). The military strength of the Mission has also been adjusted by the Council in its resolutions 1560 (2004), 1622 (2005), 1681 (2006) and 1741 (2007). The most recent extension of the mandate, to 31 July 2007, was authorized by the Council in its resolution 1741 (2007).

2. The Mission is mandated to help the Security Council achieve an overall objective, namely, the peaceful settlement of the dispute between Ethiopia and Eritrea.

3. Within this overall objective, the Mission will contribute during the budget period to a number of expected accomplishments by delivering related key outputs, shown in the frameworks below. The frameworks are grouped by three components: substantive civilian, military and support.

4. The expected accomplishments would lead to the fulfilment of the Security Council's objective within the lifetime of the Mission, and the indicators of achievement show a measurement of progress towards such accomplishments during the budget period. The human resources of the Mission in terms of the number of personnel have been attributed to the individual components, with the exception of the Mission's executive direction and management, which can be attributed to the Mission as a whole. In this regard, and in response to the request by the General Assembly contained in paragraph 13 of its resolution 61/248 to rejustify all posts in the context of the present report, the Mission has undertaken a thorough review of its structure and has reduced significantly the number of posts which will be required, taking into account the most recent reconfiguration and reduction in the military strength. The variances in the number of personnel, relative to the budget for 2006/07, have been explained under the respective components.

5. In view of the fact that the Mission has been in the process of implementing two consecutive downsizing exercises since May 2006, it is not possible to attribute obvious savings to efficiency gains.

6. During the 2007/08 budget period, the core mandate and key activities of UNMEE will remain as prescribed by Security Council resolution 1681 (2006), taking into account the reconfiguration of the military component from the current 2,300 to 1,700 (including 230 military observers) as approved by the Council in its resolution 1741 (2007). The Mission's concept of operations will encompass the following key tasks: continue to promote the successful conclusion of the peace process on the basis of the Algiers Agreements; maintain and monitor the temporary security zone; ensure the coordination of United Nations efforts in the delivery of humanitarian assistance; monitor human rights; promote mine awareness education and coordinate demining activities in the zone and its adjacent areas; chair the Military Coordination Commission; provide administrative and logistical support to the Eritrea-Ethiopia Boundary Commission; and monitor security arrangements provided by the parties to the personnel of the Eritrea-Ethiopia Boundary Commission.

7. The Mission continues to operate under restrictions imposed by Eritrea, including restrictions on the freedom of movement of UNMEE personnel, the ban on staff members of certain nationalities and the ban on helicopter flights in Eritrean

airspace. However, UNMEE and the Department of Peacekeeping Operations will continue to press for the lifting of all restrictions imposed on the Mission and, in this regard, financial provision has been made for air operations on the assumption that the ban on helicopter flights will be lifted by 1 July 2007.

Executive direction and management

8. Overall Mission direction and management are to be provided by the immediate Office of the Special Representative of the Secretary-General.

Table 1
Human resources: executive direction and management

	International staff										
	USG-ASG	*D-2-D-1*	*P-5-P-4*	*P-3-P-1*	*Field Service*	*General Service*	*Security Service*	***Subtotal***	*National staff*[a]	*United Nations Volunteers*	***Total***
Office of the Special Representative of the Secretary-General											
Approved 2006/07	1	1	3	—	2	2	—	**9**	1	—	**10**
Proposed 2007/08	1	1	3	—	2	1	—	**8**	1	—	**9**
Net change	—	—	—	—	—	**(1)**	—	**(1)**	—	—	**(1)**
Total											
Approved 2006/07	1	1	3	—	2	2	—	**9**	1	—	**10**
Proposed 2007/08	1	1	3	—	2	1	—	**8**	1	—	**9**
Net change	—	—	—	—	—	**(1)**	—	**(1)**	—	—	**(1)**

[a] Includes National Officers and national General Service staff.

Justification

Office of the Special Representative

International staff: decrease by 1 post

9. The total number of Professional posts in this office remains unchanged; however it is proposed to abolish one vacant post of Administrative Assistant (General Service), as the related functions have been redistributed to the other administrative support staff.

Component 1: substantive civilian

Expected accomplishments	*Indicators of achievement*
1.1 Peaceful settlement of the border dispute between Ethiopia and Eritrea	1.1.1 Continued dialogue with each of the parties to the conflict in regular meetings/consultations with the Head of Mission 40 meetings to be held in 2007/08 (64 in 2005/06; 50 in 2006/07)

Outputs

- Organization of 40 meetings and consultations between government officials of both parties with the Head of Mission
- 50 political meetings and briefings with external stakeholders of the peace process, including representatives of the five permanent Members of the Security Council, Friends of UNMEE, representatives of the diplomatic community in both countries, representatives of the European Union and the African Union and visiting delegates
- 10 field visits by the Head of Mission and senior management to community officials in the temporary security zone and its adjacent areas
- 4 reports of the Secretary-General to the Security Council
- Video/radio programme production and broadcasts on Mission activities, including peacekeeping, humanitarian, human rights, gender mainstreaming and progress on demarcation: 52 1-hour weekly broadcasts in 7 languages on national State-owned FM radio stations in both Eritrea and Ethiopia; 7 direct advertisements to promote the radio programme; 12 videos of approximately 5-7 minutes duration
- Print media: 6 issues of 24-page *UNMEE News* magazine published every 2 months and 4 special editions (4-6 pages), all in English, Amharic and Tigrigna, on various thematic Mission activities; 12,000 UNMEE calendars produced and distributed Mission-wide
- Monthly press briefings supplemented by ad hoc press encounters as required
- Operation of 3 outreach centres in Ethiopia for 40,000 visitors

Expected accomplishments	*Indicators of achievement*
1.2 Safe and secure living conditions in the temporary security zone and adjacent areas	1.2.1 Increase in the number of internally displaced persons in Ethiopia and Eritrea returned to their respective homes (20,576 in 2005/06; 22,000 in 2006/07; 31,104 in 2007/08) 1.2.2 Increase in the total number of persons resettled that were directly affected by the transfer of territory (zero in 2005/06; 40,000 in 2006/07; 40,000 in 2007/08)

Outputs

- Monitoring of the return and resettlement of 113,000 internally displaced persons
- Monitoring the human rights and humanitarian situation of 40,000 people directly affected by the transfer of territory
- 25 fact-finding and monitoring trips within the temporary security zone
- Technical support (visit preparation, briefing and data sharing) to United Nations country teams (the United Nations Children's Fund (UNICEF), the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the Office for the Coordination of Humanitarian Affairs and the United Nations Development Programme (UNDP)) and/or donors and to visiting staff of United Nations agencies, delegations of diplomatic missions and of regional and/or international non-governmental organizations (NGOs)
- Participation in 8 collaborative meetings of the United Nations country teams in Eritrea and Ethiopia and the annual joint meetings of the country teams of both countries on humanitarian activities
- Regular coordination of Mission activities in the temporary security zone and its adjacent areas with the humanitarian activities and reconstruction programmes of United Nations agencies such as UNICEF, UNDP, the Joint United Nations Programme on HIV/AIDS (UNAIDS), the United Nations Population Fund (UNFPA) and other organizations working in those areas
- Implementation of 10 quick-impact trust fund projects in health, education and water in the temporary security zone and its adjacent areas, with frequent field visits to monitor progress and timely completion
- 15 joint monitoring humanitarian missions in Eritrea and Ethiopia with government authorities, United Nations country teams and donors
- Conduct of joint HIV/AIDS awareness activities (workshops, participation in promotional events, observation of HIV/AIDS Day) with other United Nations agencies (UNAIDS, UNICEF, UNDP, UNHCR, the World Health Organization (WHO), the Office for the Coordination of Humanitarian Affairs and UNFPA), host nations' armed forces and the local population

Expected accomplishments	*Indicators of achievement*
1.3 Progress towards meeting human rights commitments contained in the Algiers Agreements	1.3.1 Reduction in the number of reported cases of cross-border abductions, detentions and "disappearances" and other human rights violations (108 in 2005/06; 90 in 2006/07; 70 in 2007/08)

Outputs

- Investigation of 70 cases of cross-border incidents, including abductions, detentions and disappearances and/or other human rights violations
- 75 meetings to coordinate and advise on human rights policies to be implemented with local authorities in both countries and/or with civic groups in Ethiopia
- 85 monitoring visits to camps for internally displaced persons, refugees and returnees and other transit camps

- Conduct of 200 individual interviews during 4 scheduled repatriations of nationals of Ethiopia and Eritrea, with 750 civilians of Ethiopian origin repatriating from Eritrea and 200 civilians of Eritrean origin repatriating from Ethiopia in order to collect information on the human rights situation in the country of departure
- Chairing of and/or participation in 30 meetings of joint UNMEE/United Nations country team human rights working groups in Ethiopia and Eritrea to exchange information and coordinate human rights strategies, activities and programmes in both countries
- Technical advice to United Nations country teams on the integration of human rights aspects into their respective programmes
- Organization/conduct of 35 human rights lectures, workshops and briefings during seminars for law enforcement officials, justice and prison officials, and/or other government institutions, women's and youth associations, law enforcement and prison officials, civil society organizations and universities in both countries
- Organization of 6 human rights needs assessment missions (3 to each country) concerning the implementation of technical cooperation programmes
- Conduct of 4 human rights annual promotional events: International Human Rights Day, United Nations Peace Day, International Women's Day and United Nations Day

External factors

- No major natural disasters affecting the humanitarian situation will take place
- Regional stability will be maintained
- Voluntary contributions will be forthcoming in a timely manner
- The Eritrea-Ethiopia Boundary Commission commences the physical demarcation of the border

Table 2
Human resources: component 1, substantive civilian

	International staff										
	USG-ASG	*D-2-D-1*	*P-5-P-4*	*P-3-P-2*	*Field Service*	*General Service*	*Security Service*	***Subtotal***	*National staff*[a]	*United Nations Volunteers*	***Total***
Office of the Deputy Special Representative of the Secretary-General											
Approved 2006/07	1	—	1	—	—	1	—	**3**	1	—	**4**
Proposed 2007/08	1	—	1	—	—	1	—	**3**	1	—	**4**
Net change	—	—	—	—	—	—	—	—	—	—	—
Office of Head of Office, Addis Ababa											
Approved 2006/07	—	1	1	—	—	1	—	**3**	2	—	**5**
Proposed 2007/08	—	1	1	—	—	1	—	**3**	2	—	**5**
Net change	—	—	—	—	—	—	—	—	—	—	—
Office of Political Affairs											
Approved 2006/07	—	1	5	5	—	2	—	**13**	—	—	**13**
Proposed 2007/08	—	1	4	3	—	1	—	**9**	—	—	**9**
Net change	—	—	**(1)**	**(2)**	—	**(1)**	—	**(4)**	—	—	**(4)**
Human Rights Office											
Approved 2006/07	—	—	3	3	—	2	—	**8**	4	3	**15**
Proposed 2007/08	—	—	3	3	—	1	—	**7**	3	3	**13**
Net change	—	—	—	—	—	**(1)**	—	**(1)**	**(1)**	—	**(2)**
Office of Public Information											
Approved 2006/07	—	—	2	5	3	1	—	**11**	8	4	**23**
Proposed 2007/08	—	—	2	4	3	—	—	**9**	6	4	**19**
Net change	—	—	—	**(1)**	—	**(1)**	—	**(2)**	**(2)**	—	**(4)**
HIV/AIDS Policy Unit											
Approved 2006/07	—	—	1	—	—	—	—	**1**	—	—	**1**
Proposed 2007/08	—	—	1	—	—	—	—	**1**	—	—	**1**
Net change	—	—	—	—	—	—	—	—	—	—	—
Total											
Approved 2006/07	1	2	13	13	3	7	—	**39**	15	7	**61**
Proposed 2007/08	1	2	12	10	3	4	—	**32**	12	7	**51**
Net change	—	—	**(1)**	**(3)**	—	**(3)**	—	**(7)**	**(3)**	—	**(10)**

[a] Includes National Officers and national General Service staff.

Justification

10. In response to the downsizing of the military component of the Mission and following a thorough review of the current scope of activity which the Mission expects to accomplish, it is proposed to reduce the staff under the civilian component as follows:

Office of Political Affairs

International staff: decrease by 4 posts

11. The functions of the Office are derived directly from the Security Council's mandate for the Mission and have remained unchanged since its inception. Nevertheless, in view of the stalemate in the peace process, the scope of activities of the Office have been curtailed. Accordingly, the functions have been streamlined and, as a result, it is proposed to abolish three Political Affairs Officer posts (1 P-4 and 2 P-3) and one Administrative Assistant post (General Service).

Office of Human Rights

International staff: decrease by 1 post

National staff: decrease by 1 post

12. The prominent presence of human rights officers is crucial in order to: monitor the human rights situation in the temporary security zone and in the adjacent areas; advise the government officials of Ethiopia and Eritrea of its findings in cases that are investigated and propose remedial action; develop programmes (promotion and training) to assist local officials in ensuring respect for human rights throughout the temporary security zone and in the adjacent areas; and coordinate the human rights activities of the United Nations and other international organizations in the temporary security zone and in the adjacent areas. Hence, the Mission proposes that the current level of six human rights officer posts be maintained. However, the functions of the administrative support staff have been streamlined and, as a result, it is proposed to abolish one General Service (Other level) Administrative Assistant post and one national staff post.

Office of Public Information

International staff: decrease by 2 posts

National staff: decrease by 2 posts

13. Although the reduction in troop strength has been implemented, the mandate of the Mission is unchanged. Nevertheless, in response to this development and in view of the restrictions imposed by one of the host countries, the Public Information Office relocated most of the Press and Publications Unit from Asmara to Addis Ababa, thereby limiting coverage of its activities on the Eritrean side. As a consequence, the Office has reorganized its workload and therefore proposes to abolish the Public Information Officer post (P-3), the Photographer post (General Service (Other level)) and two Public Information Assistant posts (national staff) in Asmara.

Component 2: military

Expected accomplishments	*Indicators of achievement*
2.1 Maintenance of separation of forces, security and integrity of the temporary security zone and its adjacent areas	2.1.1 No serious violations of the Agreement on Cessation of Hostilities (zero in 2005/06; zero in 2006/07; zero in 2007/08)

Outputs

- Chairing 9 Military Coordination Commission meetings with the 2 parties
- Chairing 36 Sector Military Coordination Committees meetings with the parties
- 52,560 military observer mobile patrol person days (4 military observers per patrol x twice a day x 18 team sites x 365 days)
- 156 challenge inspections inside the temporary security zone (1 challenge inspection per week/per sector: 3 x 52 weeks)
- 128,400 mobile patrol person days (8 troops per patrol x twice a day x 22 posts x 365 days). There are 19 posts inside the temporary security zone and 3 posts at three sector headquarters outside the temporary security zone after the reconfiguration of the Mission
- 64,240 manned static observation post troop person days (8 troops per post x 22 posts x 365 days)
- 1,248 air patrol hours (4 two-hour patrols per week x 3 sectors x 52 weeks) (assuming that the ban on helicopter flights in Eritrea will be lifted by 1 July 2007)
- Investigation of 156 minor incidents, such as cattle belonging to either party grazing/straying into the temporary security zone or across borders, abduction of cattle/men by either side, firing in the air, or mine/unexploded ordnance explosions

Expected accomplishments	*Indicators of achievement*
2.2 Reduced threat of mines in the temporary security zone and its adjacent areas and facilitation of the demarcation process	2.2.1 Reduction in the number of casualties among the local population resulting from mine accidents (63 in 2005/06; 20 in 2006/07; 15 in 2007/08)
	2.2.2 Reduction in the number of mine strikes from newly laid anti-tank mines on roads within the temporary security zone and adjacent areas (7 in 2005/06; 2 in 2006/07; 5 in 2007/08) (current 2006/07 is 10)

Outputs

- Clearing of 10,000 km of access roads to 25 potential pillar sites
- Clearing of 165,000 m^2 of pillar sites of mines and unexploded ordnance in order to support demarcation
- Investigation of 20 mine accidents
- Identification and disposal of 25,000 pieces of unexploded ordnance in various locations, ranging from small arms ammunition to large bombs

- Clearing of up to 30 million m^2 of land for force mobility and mandated tasks
- 2 updated mine and unexploded ordnance threat assessments
- Update of mines database and area of responsibility maps
- Mine risk education training for 25,000 civilians

External factors

- The situation in the Mission area remains stable
- The Eritrea-Ethiopia Boundary Commission commences the physical demarcation of the border
- The ban on helicopter flights will be lifted by 1 July 2007
- The parties do not impose further restrictions on the freedom of movement of UNMEE and permit access to priority areas allowing mine action implementers to operate within International Mine Action Standards
- The parties will adhere to the Algiers Agreement on the Cessation of Hostilities and there will not be any activities that would result in contamination or recontamination of known safe areas

Table 3
Human resources: component 2, military

Category											***Total***
I. Military observers											
Approved 2006/07											**230**
Proposed 2007/08											**230**
Net change											**—**
II. Military contingents											
Approved 2006/07											**2 070**
Proposed 2007/08											**1 470**
Net change											**(600)**
	International staff										
III. Civilian staff	*USG-ASG*	*D-2-D-1*	*P-5-P-4*	*P-3-P-1*	*Field Service*	*General Service*	*Security Service*	***Subtotal***	*National staff*[a]	*United Nations Volunteers*	***Total***
Office of the Force Commander											
Approved 2006/07	—	2	—	1	—	1	—	**4**	—	—	**4**
Proposed 2007/08	—	2	—	—	—	—	—	**2**	—	—	**2**
Net change	—	—	—	**(1)**	—	**(1)**	—	**(2)**	—	—	**(2)**
Grand total (I-III)											
Approved 2006/07	—	2	—	1	—	1	—	**4**	—	—	**2 304**
Proposed 2007/08	—	2	—	—	—	—	—	**2**	—	—	**1 702**
Net change	—	—	—	**(1)**	—	**(1)**	—	**(2)**	—	—	**(602)**

[a] Includes National Officers and national General Service staff.

Office of the Force Commander

International staff: decrease by 2 posts

14. The Office of the Force Commander is responsible for the management of the military component of the Mission. As a result of the reduction in troop strength by 600 personnel, an internal realignment of tasks was made, resulting in the proposed abolishment of one Political Affairs Officer post (P-3) and one Administrative Assistant post (General Service). It is envisaged that the political affairs officer functions will be consolidated within the Political Affairs Office and that the administrative assistant functions will be undertaken by military personnel.

Component 3: support

Expected accomplishments	*Indicators of achievement*
3.1 Effective and efficient logistical, administrative and security support to the Mission	3.1.1 Maintain the representation of vendors from developing countries and countries with economies in transition on the vendor roster at 20 per cent in 2007/08
	3.1.2 Maintain the same number of days taken to submit contingent-owned equipment verification reports to Headquarters (40 days in 2007/08)
	3.1.3 100 per cent compliance with minimum operating security standards and international fire safety standards
	3.1.4 Property owners issue handover/takeover certificate indemnifying UNMEE from environmental liabilities and any improvement works in 100 per cent of locations vacated by UNMEE

Outputs

Service improvements

- To maintain a structured plan which guarantees continuity in simplifying vendor registration and introduction of additional measures to sensitize third world business communities about UNMEE procurement requirements by utilizing the UNMEE portal
- Streamlining of processing of contingent-owned equipment and troop strength verification reports
- Implementation of physical security measures in order to enhance protection of all UNMEE premises; implementation of fire safety operations requiring professional assessment, including specifications and classifications of particular fire extinguishers; and selection of proper types of fire extinguishers for concrete types of operations, as well as refilling, sealing and certification after routine inspection/maintenance
- Implementation of environmental protection measures at all locations vacated by the Mission, including collection and disposal of hazardous and non-hazardous waste generated at all Mission installations/ locations in an environmentally friendly manner, and restoration of sites to their original condition

Military, police and civilian personnel

- Emplacement, rotation and repatriation within the authorized strength of 1,470 military contingent personnel and 230 military observers
- Verification, monitoring and inspection of contingent-owned equipment and self-sustainment for the military contingents
- Storage and supply of rations and water for an average troop strength of 1,700 in 36 locations
- Administration of the proposed 464 civilian staff, comprising 177 international staff, 219 national staff and 68 United Nations Volunteers
- Implementation of a conduct and discipline programme for all military and civilian personnel, including training, prevention, monitoring and disciplinary action
- Conduct Mission-wide assessment of contingent-owned equipment requirements and performance based on operational readiness inspections, including a review of mission factors

Facilities and infrastructure

- Maintenance of 22 military camps, maintenance and repair of 18 United Nations military observer team sites and maintenance and repair of 16 civilian staff premises in 45 locations
- Construction of transport workshop pit ramp/car wash bay at Sector Central Adigrat, Sector West Barentu and Subsector East Assab
- Operation and maintenance of 2 United Nations-owned water purification plants in Asmara
- Maintenance of 11 United Nations-owned water wells throughout the Mission area
- Operation and maintenance of 193 United Nations-owned generators in 45 locations
- Maintenance and repair of 150 km of roads
- Maintenance of 5 helicopter landing sites
- Operation and maintenance of 1,402 air conditioners

Ground transportation

- Operation and maintenance of 460 United Nations-owned vehicles, including 53 mine hardened vehicles, in 7 locations
- Operation and maintenance of 7 transport workshops and 2 mobile workshops
- Operation of a daily shuttle service 5 days a week for an average of 208 United Nations personnel

Air transportation

- Operation and maintenance of 2 fixed-wing and 7 rotary-wing aircraft, including 2 military-type aircraft, in 5 locations

Communications

- Operation and maintenance of a satellite network consisting of 2 hub stations and 33 very small aperture terminals (VSAT)

- Operation and maintenance of 32 telephone exchanges and 28 microwave links
- Operation and maintenance of a high frequency network consisting of 519 radios and a VHF/UHF network with 1,466 radios and repeaters

Information technology

- Operation and maintenance of 86 servers, 718 desktop computers, 150 laptop computers, 193 printers and 53 digital senders in 27 locations
- Operation and maintenance of the wide area network comprising 890 users in 27 locations
- Operation and maintenance of the wireless network

Medical

- Operation and maintenance of 1 civilian level-I clinic, 2 military level-I clinics and 1 military level-II medical facility for Mission personnel, and maintenance of land and air evacuation arrangements to United Nations locations and outside the Mission area
- Operation and maintenance of HIV voluntary confidential counselling and testing facilities for all Mission personnel
- HIV sensitization programme, including peer education, for all Mission personnel

Security

- Provision of security 24 hours a day, 7 days a week, to 5 installations and 6 premises and close protection to senior Mission staff and visiting high-level officials as and when required
- Investigation of incidents/accidents involving United Nations personnel and property
- Conduct of Mission-wide site security assessment, including surveys for 57 residences and ensure compliance by international staff and United Nations Volunteers with minimum operating security standards
- Conduct of 63 information sessions on security awareness and contingency plans for all Mission staff
- Induction security training and primary fire training/drills for all new Mission staff

External factors

- Environmental factors, including weather conditions, will not hamper the Mission's operations
- Vendors/contractors/suppliers are able to deliver goods and services as contracted
- Movement of Mission staff in pursuit of official duties is not restricted
- The ban on helicopter flights is lifted by 1 July 2007

Table 4
Human resources: component 3, support

	International staff										
	USG-ASG	*D-2-D-1*	*P-5-P-4*	*P-3-P-2*	*Field Service*	*General Service*	*Security Service*	***Subtotal***	*National staff*[a]	*United Nations Volunteers*	***Total***
Office of the Chief Administrative Officer											
Approved 2006/07	—	1	2	2	9	2	—	**16**	54	9	**79**
Proposed 2007/08	—	1	2	1	7	2	—	**13**	49	9	**71**
Net change	—	—	—	**(1)**	**(2)**	—	—	**(3)**	**(5)**	—	**(8)**
Office of the Chief Administrative Services											
Approved 2006/07	—	—	6	8	23	3	—	**40**	44	6	**90**
Proposed 2007/08	—	—	5	5	19	3	—	**32**	37	6	**75**
Net change	—	—	**(1)**	**(3)**	**(4)**	—	—	**(8)**	**(7)**	—	**(15)**
Office of Integrated Support Services											
Approved 2006/07	—	—	10	14	43	10	—	**77**	128	46	**251**
Proposed 2007/08	—	—	9	9	43	8	—	**69**	115	46	**230**
Net change	—	—	**(1)**	**(5)**	—	**(2)**	—	**(8)**	**(13)**	—	**(21)**
Security Section											
Approved 2006/07	—	—	1	2	16	1	—	**20**	6	—	**26**
Proposed 2007/08	—	—	1	2	15	1	—	**19**	4	—	**23**
Net change	—	—	—	—	**(1)**	—	—	**(1)**	**(2)**	—	**(3)**
Conduct and Discipline Team											
Approved temporary positions[b] 2006/07	—	—	3	1	1	—	—	**5**	2	—	**7**
Proposed temporary positions[b] 2007/08	—	—	1	—	1	—	—	**2**	1	—	**3**
Net change	—	—	**(2)**	**(1)**	—	—	—	**(3)**	**(1)**	—	**(4)**
Total											
Approved 2006/07	—	1	22	27	92	16	—	**158**	234	61	**453**
Proposed 2007/08	—	1	18	17	85	14	—	**135**	206	61	**402**
Net change	—	—	**(4)**	**(10)**	**(7)**	**(2)**	—	**(23)**	**(28)**	—	**(51)**

[a] Includes National Officers and national General Service staff.
[b] Funded under general temporary assistance.

Justification

15. A review of the operational requirements of the various elements under the support component was undertaken to determine the minimum level of staffing which could provide, on a very streamlined basis, efficient, effective logistical, administrative and security support to the Mission. As a result of this review, it is proposed to abolish a total of 20 international staff posts and 3 international general temporary assistance positions, representing a 15 per cent reduction against the 2006/07 authorized level. In addition, it is proposed to implement a 12 per cent reduction in the national staff category, comprising 27 national staff posts and one national post funded under general temporary assistance. Those reductions, taken together with the reductions under the substantive civilian and military components, represent the maximum reductions in staffing that can be implemented without jeopardizing the Mission's operations, and fully take into account the most recent reduction of military contingents by 600. The breakdown of the reductions under the support component is as follows:

Office of the Chief Administrative Officer

National staff: decrease by 1 post (national General Service)

16. One national staff post of Driver is proposed for abolishment, as the duties associated with the post are to be provided by a pool of drivers as and when necessary.

Administrative Liaison Office

National staff: decrease by 1 post (national General Service)

17. It is proposed to abolish one vacant national staff post of Mail Room Clerk, as the duties have been redistributed among the remaining staff.

Sector Administration

International staff: decrease by 2 posts (Field Service)

National staff: decrease by 2 posts (national General Service)

18. Two Field Service posts, one for an Administrative Assistant and one for a Logistics Assistant, as well as two national staff Language Assistant posts are proposed for abolishment as a result of the streamlining of functions within the section and based on the reduced military strength of the Mission.

Budget and Cost Control Unit

National staff: decrease by 1 post (national General Service)

19. One national staff post of Budget Assistant, which has been vacant since the Unit was relocated to Addis Ababa in 2005, is proposed for abolishment, since the related duties have been absorbed by the international staff members of the Unit.

Air Safety Unit

International staff: decrease by 1 post (P-3)

20. It is proposed that the Unit and the post of Air Safety Officer (P-3) be abolished, as the functions of the Unit have been transferred to a centralized Aviation Office at the United Nations Logistics Base at Brindisi, Italy.

Office of the Chief Administrative Services

Medical Services Unit

National staff: decrease by 1 post (national General Service)

21. As a result of the streamlining of functions in the Unit, it is proposed to abolish one national staff post of Language Assistant since those functions can be performed by the remaining national staff.

Personnel Section

International staff: decrease by 3 posts (1 P-3, 1 P-2, 1 Field Service)

National staff: decrease by 1 post (national General Service)

22. In view of the overall reduction in the number of personnel to be administered in the Mission, it is proposed to abolish four posts which have been vacant for more than 12 months. They are one Personnel Officer (P-3), one Associate Personnel Officer (P-2), one Human Resource Assistant (Field Service) and one post of Personnel Clerk (national General Service). It is envisaged that the remaining staff of 10 (7 international and 3 national) will be adequate to manage the workload.

Finance Section

International staff: decrease by 1 post (Field Service)

National staff: decrease by 1 post (national General Service)

23. The Finance Section currently has an authorized staffing of 19 posts. However, in view of the downsizing of the Mission, it is proposed to abolish one vacant post of Finance Assistant (Field Service) and one vacant post of Finance Clerk (national General Service), as the workload in the Section has been redistributed.

General Services Section

International staff: decrease by 3 posts (1 P-4, 1 P-2, 1 Field Service)

National staff: decrease by 3 posts (national General Service)

24. A review of the functions within the Section has led to the consolidation and redistribution of the workload as a result of the reconfiguration of the Mission. It is therefore proposed to abolish the post of Chief, General Services Section (P-4), as this function will be performed at the P-3 level and will include responsibilities for registry and archives. It is also proposed to abolish the post of Chief, Receiving and Inspection Unit (P-2) and the post of Property Control and Inventory Assistant (Field Service). In addition, owing to the lower volume of activities, it is also proposed to abolish a Mail and Pouch Assistant post and two Receiving and Inspection Assistant posts (national General Service).

Procurement Section

International staff: decrease by 1 post (Field Service)

National staff: decrease by 1 post (national General Service)

25. It is proposed to abolish one Procurement Assistant post (Field Service) and one Procurement Clerk post (national General Service), as the related functions will be carried out by the remaining staff of seven (4 international and 3 national).

Office of Chief Integrated Support Services

International staff: decrease by 1 post (P-4)

National staff: decrease by 1 post (national General Service)

26. It is proposed to abolish the post of Administrative Officer (P-4) and one Administrative Assistant post (national General Service), as a result of the streamlining of functions.

Communication and Information Technology Section

International staff: decrease by 3 posts (1 P-2, 2 General Service)

National staff: decrease by 4 posts (national General Service)

27. Although the split of the Mission's headquarters in Asmara and Addis Ababa requires additional dedicated personnel to perform and maintain specific functions, such as user support and network administration, the functions in this Section have been streamlined and the proposal for abolition of posts takes into account the difficulties faced by national staff in travelling throughout Eritrea. One post of Associate Information Systems Officer (P-2), a Telecommunications Technician and an Administrative Assistant post (General Service) are to be abolished. It is also proposed to abolish four national staff posts and redistribute the related functions.

Joint Logistics Operations Centre

International staff: decrease by 1 post (P-3)

28. The Logistics Operations Officer (P-3) within this section was responsible for the management of the fuel cell and its budget. In view of the downsizing of the military contingent, it is proposed to abolish the P-3 post, since the related functions have been streamlined and will be handled by the Associate Logistics Officer.

Building Management and Engineering Section

International staff: decrease by 2 posts (1 P-3, 1 P-2)

National staff: decrease by 7 posts (national General Service)

29. In response to the reduction in troop strength and the reduced utilization of building management and engineering services owing to the existing travel restrictions, it is proposed to abolish one post of Engineer (P-3) and one post of Architect (P-2) as well as seven national General Service staff posts. The seven posts cover the functions of: a Hydrogeologist and a Water Engineer who are no longer needed, since the establishment of wells in the Mission has been completed; a Carpenter whose functions will now be performed by the military; two Engineering Assistants whose functions will be redistributed; an HVAC Technician whose workload has diminished as a result of the decrease in the number of

generators to be maintained; and a Groundskeeper whose workload has also declined following successive reductions in the authorized strength of the military.

Air Operations Section

International staff: decrease by 1 post (P-3)

National staff: decrease by 1 post (national General Service)

30. It is proposed to abolish one post of Air Operations Officer (P-3) and one national staff post as a result of the reorganization of the Section and the streamlining of functions.

Security Section

International staff: decrease by 1 post (Field Service)

National staff: decrease by 2 posts (national General Service)

31. As a result of a review and streamlining of functions within the Security Section, it is proposed to abolish one post of Security Officer (Field Service) and two Administrative Assistant posts (national General Service).

General temporary assistance

Conduct and Discipline Team

International staff: decrease by 3 positions (2 P-4, 1 P-2)

National staff: decrease by 1 position (national General Service)

32. The capacity authorized by the General Assembly to respond to issues of sexual exploitation and abuse in UNMEE consisted of seven positions: one P-5, two P-4, one P-2, one Field Service and two national staff positions. However, it has now been determined that the volume of work originally envisaged will not materialize, especially taking into account the downsizing of the Mission. The Mission therefore proposes that four positions (2 P-4, 1 P-2 and 1 national staff post) be abolished.

II. Resource requirements

A. Overall

(Thousands of United States dollars. Budget year is 1 July to 30 June.)

Category	*Expenditures (2005/06)* (1)	*Apportionment (2006/07)* (2)	*Cost estimates (2007/08)* (3)	*Variance* Amount (4)=(3)-(2)	*Variance* Percentage (5)=(4)÷(2)
Military and police personnel					
Military observers	7 120.8	7 755.1	8 038.0	282.9	3.6
Military contingents	70 936.7	55 347.2	37 418.7	(17 928.5)	(32.4)
United Nations police	—	—	—	—	—
Formed police units	—	—	—	—	—
Subtotal	**78 057.5**	**63 102.3**	**45 456.7**	**(17 645.6)**	**(28.0)**
Civilian personnel					
International staff	24 107.8	22 113.6	20 820.8	(1 292.8)	(5.8)
National staff	1 150.7	1 245.8	1 297.8	52.0	4.2
United Nations Volunteers	2 519.9	2 365.6	2 032.7	(332.9)	(14.1)
Subtotal	**27 778.4**	**25 725.0**	**24 151.3**	**(1 573.7)**	**(6.1)**
Operational costs					
General temporary assistance	—	622.3	283.7	(338.6)	(54.4)
Government-provided personnel	—	—	—	—	—
Civilian electoral observers	—	—	—	—	—
Consultants	6.5	—	—	—	—
Official travel	726.9	666.8	677.6	10.8	1.6
Facilities and infrastructure	14 765.9	14 044.9	12 757.6	(1 287.3)	(9.2)
Ground transportation	4 550.3	5 388.2	4 751.6	(636.6)	(11.8)
Air transportation	12 849.7	8 897.3	18 530.6	9 633.3	108.3
Naval transportation	—	—	—	—	—
Communications	4 487.0	4 885.4	3 944.5	(940.9)	(19.3)
Information technology	931.8	1 021.6	1 535.5	513.9	50.3
Medical	2 510.1	1 590.3	1 221.7	(368.6)	(23.2)
Special equipment	1 275.7	992.5	626.9	(365.6)	(36.8)
Other supplies, services and equipment	8 056.3	10 448.5	9 748.7	(699.8)	(6.7)
Quick-impact projects	—	—	—	—	—
Subtotal	**50 160.2**	**48 557.8**	**54 078.4**	**5 520.6**	**11.4**
Gross requirements	**155 996.1**	**137 385.1**	**123 686.4**	**(13 698.7)**	**(10.0)**
Staff assessment income	3 511.1	2 751.0	2 840.4	89.4	3.2
Net requirements	**152 484.9**	**134 634.1**	**120 846.0**	**(13 788.1)**	**(10.2)**
Voluntary contributions in kind (budgeted)	—	—	—	—	—
Total requirements	**155 996.1**	**137 385.1**	**123 686.4**	**(13 698.7)**	**(10.0)**

Average delayed deployment factor, turnover factor and vacancy rates

(Percentage)

Category	*2006/07*	*2007/08*
Military and police personnel		
Military observers	2	2
Military contingents	2	2
Civilian personnel		
International staff	20	20
National staff	5	5
United Nations Volunteers	5	5
Temporary positions[a]	—	—

[a] Funded under general temporary assistance.

B. Contingent-owned equipment: major equipment and self-sustainment

33. Requirements for the period from 1 July 2007 to 30 June 2008 are based on standard reimbursement rates for major equipment (wet-lease) and self-sustainment in the total amount of $14,865,700 as follows:

(Thousands of United States dollars)

Category	*Estimated amount*
Major equipment	
Military observers	—
Military contingents	9 283.9
Formed police units	—
Subtotal	**9 283.9**
Self-sustainment	
Facilities and infrastructure	
Catering (kitchen facilities)	429.9
Office equipment	359.3
Electrical	418.6
Minor engineering	260.4
Laundry and cleaning	360.0
Tentage	—
Accommodation	16.3
Miscellaneous general stores	743.8
Unique equipment	—
Field defence stores	—
Communications	1 434.6

Medical	
Medical services	932.0
Special equipment	
Explosive ordnance disposal	115.6
Observation	511.3
Identification	—
Nuclear, biological and chemical protection	—
Subtotal	**5 581.8**
Total	**14 865.7**

Mission factors	*Percentage*	*Effective date*	*Last review date*
A. Applicable to Mission area			
Extreme environmental condition factor	1	1 July 2004	1 July 2002
Intensified operational condition factor	4	1 July 2004	1 July 2002
Hostile action/forced abandonment factor	2	1 July 2004	1 July 2002
B. Applicable to home country			
Incremental transportation factor	0.25-3.50		

C. Training

34. The estimated requirements for training for the period from 1 July 2007 to 30 June 2008 are as follows:

(Thousands of United States dollars)

Category	*Estimated amount*
Consultants	
Training consultants	—
Official travel	
Official travel, training	120.2
Other supplies, services and equipment	
Training fees, supplies and services	192.9
Total	**313.1**

35. As the Mission has been in the process of downsizing, the turnover of key personnel has been very significant. Therefore, much of the training will focus on managers and on equipping Mission staff with new or upgraded knowledge and skills necessary to utilize current systems, software and tools for the smooth functioning of the Mission.

III. Analysis of variances[1]

Reference

The present section describes the single largest contributing factor of each resource variance according to specific standard options encompassed in the four standard categories listed below:

- **Mandate**: variances caused by changes in the scale or scope of the mandate, or changes in the expected accomplishments as driven by the mandate
- **External**: variances caused by parties or situations external to the United Nations
- **Cost parameters**: variances caused by United Nations regulations, rules and policies
- **Management**: variances caused by management actions to achieve planned results more effectively (e.g. by reprioritizing or adding certain outputs) or efficiently (e.g. by taking measures to reduce personnel or operational inputs while maintaining the same level of outputs) and/or from performance-related issues (e.g. by having underestimated the costs or quantities of inputs required to produce a certain level of outputs, or by delayed recruitment)

	Variance	
Military contingents	($17 928.5)	(32.4%)

• Management: reduced inputs and outputs

36. The variance is due primarily to a reduced provision for reimbursements to troop-contributing countries for troop costs and contingent-owned equipment provided under self-sustainment, resulting from the reduction in the authorized strength of the military from 2,070 to 1,470 in accordance with Security Council resolution 1741 (2007).

	Variance	
International staff	($1 292.8)	(5.8%)

• Management: reduced inputs and outputs

37. The variance is attributable primarily to the proposed reduction of 30 international posts (3 P-4, 9 P-3, 4 P-2, 7 FS and 7 General Service) in response to the downsizing of the military component. The estimates take into account a 20 per cent vacancy rate.

[1] Resource variance amounts are expressed in thousands of United States dollars. Analysis is provided for variances of at least plus or minus 5 per cent and $100,000.

	Variance	
United Nations Volunteers	($332.9)	14.1%

- **Management: reduced input and same outputs**

38. The variance is due to the implementation of new lower rates applicable to the conditions of services for United Nation Volunteers with effect from July 2007. The estimate is inclusive of a 5 per cent deployment factor.

	Variance	
General temporary assistance	($338.6)	(54.4%)

- **Management: reduced input and same output**

39. The requirement under this heading was decreased on the basis of the proposed reduction in the number of international and national staff in the Conduct and Discipline Team from seven to three. It is envisaged that one P-5, one Field Service and one national staff member will be sufficient to manage the related workload.

	Variance	
Facilities and infrastructure	($1 287.3)	(9.2%)

- **Management: reduced inputs and outputs**

40. The most significant factor contributing to the variance under this heading is the lower requirement for reimbursement to troop-contributing countries for contingent-owned equipment provided under self-sustainment as a result of the reduction in the authorized strength of the military from 2,070 to 1,470, in accordance with Security Council resolution 1741 (2007).

	Variance	
Ground transportation	($636.6)	(11.8%)

- **Management: reduced input and same output**

41. The variance is due primarily to the planned replacement of fewer vehicles than in the current budget period to achieve a smaller vehicle fleet in response to the downsizing of the Mission. The current vehicle establishment of 486 will be reduced to 460.

	Variance	
Air transportation	$9 633.3	108.3%

- **Management: increased inputs and outputs**

42. The most significant factor contributing to the variance under this heading is the provision for the rental and operation of a fleet of seven helicopters for the full budget period on the assumption that the current restrictions on helicopter flights over Eritrea will be lifted by 1 July 2007. The resources for 2006/07 were made available on the assumption that the ban on helicopter flights would be in place through 30 June 2007.

	Variance	
Communications	($940.9)	(19.3%)

- **Management: reduced inputs and outputs**

43. The most significant factor contributing to the variance under this heading is the lower requirement for reimbursement to troop-contributing countries for contingent-owned equipment provided under self-sustainment as a result of the reduction in the authorized strength of the military from 2,070 to 1,470, in accordance with Security Council resolution 1741 (2007).

	Variance	
Information technology	$513.9	50.3%

- **Management: increased inputs and same outputs**

44. The variance is due primarily to the need to provide for the replacement of obsolete equipment. During the last two budget cycles, the replacement of equipment had been severely restricted as the future of the Mission was uncertain.

	Variance	
Medical	($368.6)	(23.2%)

- **Mandate: reduced inputs and outputs**

45. The most significant factor contributing to the variance under this heading is the lower requirement for reimbursement to troop-contributing countries for contingent-owned equipment provided under self-sustainment as a result of the reduction in the authorized strength of the military from 2,070 to 1,470, in accordance with Security Council resolution 1741 (2007).

	Variance	
Special equipment	($365.6)	(36.8%)

- **Management: reduced inputs and outputs**

46. The most significant factor contributing to the variance under this heading is the lower requirement for reimbursement to troop-contributing countries for contingent-owned equipment provided under self-sustainment as a result of the reduction in the authorized strength of the military from 2,070 to 1,470, in accordance with Security Council resolution 1741 (2007).

	Variance	
Other supplies, services and equipment	($699.8)	(6.7%)

- **Management: reduced inputs and outputs**

47. The variance under this heading is due to lower requirements envisaged for other freight and related costs as the reconfiguration of the force is completed, and there will not be a significant movement of United Nations-owned equipment.

IV. Actions to be taken by the General Assembly

48. **The actions to be taken by the General Assembly in connection with the financing of the Mission are:**

(a) **Appropriation of the amount of $123,686,400 for the maintenance of the Mission for the 12-month period from 1 July 2007 to 30 June 2008;**

(b) **Assessment of the amount in paragraph (a) above at a monthly rate of $10,307,200 should the Security Council decide to continue the mandate of the Mission.**

V. Summary of follow-up actions taken to implement the decisions and requests made by the General Assembly in its resolution 60/266, and the requests and recommendations of the Advisory Committee on Administrative and Budgetary Questions endorsed by the General Assembly, and of the United Nations Board of Auditors and the Office of Internal Oversight Services

A. General Assembly

(Resolution 60/266)

Requests/recommendations	*Action taken to implement request/recommendation*
Section II: budget presentation	
Undertake the review of staffing requirements, function and level of posts that would reflect evolving mandates, changing operational requirements, actual responsibilities and functions performed, with a view to ensuring the most cost-effective use of resources (para. 2).	Implemented. See paragraph 4 of the present report.
Include in all performance reports in respect of peacekeeping operations, the United Nations Logistics Base at Brindisi, Italy, and the support account, details of monthly expenditure patterns, as well as provide, in the context of the consideration of the budget submission, to the extent possible, supplementary information on the most up-to-date financial data available on actual expenditures for the current period (para. 3).	Implemented.

Requests/recommendations	*Action taken to implement request/recommendation*
Section XII: spare parts	
Report to the General Assembly at its sixty-first session on optimal levels for spare parts in all missions. The Assembly also requests that the budget proposals for the period from 1 July 2007 to 30 June 2008 not exceed those levels (para. 1).	**Air operations** Optimal levels of equipment and supplies are always maintained. As a result, there will be no acquisition of those items in the 2007/08 budget period. **Communications and information technology** Requirements for spare parts are calculated at between 10-15 per cent on the projected holdings of equipment as at 30 June 2008 and take into account historical needs for each type of equipment. **Engineering** The provision for spare parts in the present budget proposal is within the 15 per cent optimal level. **Transport** The requirements for vehicle spare parts are based on 5 per cent of fleet value, and the present stock levels are reviewed in a timely manner in keeping with existing guidelines.
Section XIII: better use of technology	
Make greater use of videoconferencing facilities and e-learning programmes for training and other purposes and report to the General Assembly at its sixty-first session on improvements and efficiencies made through greater utilization of those tools.	Videoconferencing is used extensively within the Mission to facilitate cross-border meetings between UNMEE Addis Ababa and UNMEE Asmara. In addition, those facilities are also utilized by the United Nations Mission in the Sudan to assist its office in Addis Ababa in meetings with its headquarters in Khartoum.

B. Advisory Committee on Administrative and Budgetary Questions

(A/60/790 and A/61/575)

Requests/recommendations	*Action taken to implement request/recommendation*
It is the Advisory Committee's view that the related cost should be reflected as posts rather than general temporary assistance. This is a new function and the Committee comments on it further in its general report.	The Advisory Committee's view that the related cost of the Conduct and Discipline Team should be reflected as posts rather than general temporary assistance is duly noted.

Requests/recommendations	*Action taken to implement request/recommendation*
While the Advisory Committee does not object to the proposed resource requirements for the Conduct and Discipline Team at UNMEE, it expects that these resources will be used for the intended purpose only and in full compliance with resolution 59/296 (sect. XIV, para. 4 (d)), in which the General Assembly requested the Secretary-General to provide, inter alia, full justification of resource requirements, both at Headquarters and in the field, taking into account the specificities of each mission and based on empirical data on the number of allegations and cases of sexual exploitation and abuse. Any savings that might arise in the context of addressing this provision of resolution 59/296 should be reflected in the performance report, which should include specific data on the workload of the Conduct and Discipline Team (A/60/790, para. 17).	Please see paragraph 32 of the present report.
The Advisory Committee requests that the next budget submission for UNMEE indicate the projected level of voluntary contributions for quick-impact projects (A/60/790, para. 24).	The Trust Fund to Support the Peace Process in Ethiopia and Eritrea, through which voluntary contributions are channelled for the implementation of quick-impact projects in UNMEE, has remained inactive since September 2005. The Mission is not actively engaged at present in raising additional funds for quick-impact projects. Therefore, it is not possible to provide any meaningful projections with regard to the level of voluntary contributions for quick-impact projects at this time.
The Advisory Committee notes that the revised budget identifies elements of the results-based budgeting framework, such as indicators of achievement and outputs that need to be modified to reflect the reconfiguration of UNMEE. In this connection, the Committee points out that indicators of achievement in the next budget submission should reflect actual functions of the Mission (A/61/575, para. 8).	Implemented.
The Advisory Committee trusts that information on the full impact of the reconfiguration on the overall staffing requirements of the Mission, the redeployment of posts and the relationship between the military, substantive and support components will be provided in the proposed budget for UNMEE for the financial period 2007/08 (A/61/575, para. 10).	See paragraph 16 of the present report.

C. Board of Auditors

(A/60/5, volume II, chap. II)

Requests/recommendations	*Action taken to implement request/recommendation*
For military observation purposes, UNMEE had, in addition to standard commercial four-wheel drive vehicles, 56 armoured cars as its scout car fleet, valued at $5.4 million. Owing to the rugged driving conditions, this scout car fleet suffered from product weaknesses impairing its operational availability. The rate of use was poor. At least 14 of them were inactive, under repair or beyond repair (para. 209). The Board recommends that the Department of Peacekeeping Operations review the life expectancy and cost-effectiveness of its scout cars (para. 210).	The serviceability of the scout vehicles has improved. The use of the vehicles must be weighed against the threat of mines, since the scout vehicles are deployed mostly in Sector West, where the mine threat is high.
Owing in part to the delay in implementing and monitoring CarLog, the Board noted deficiencies in the controls for the prevention of the abuse of United Nations vehicles at the following missions: MINUSTAH, UNFICYP, UNMIK, UNMEE, UNMISET and UNOCI. These deficiencies included trip tickets not completed and certified; employees not always indicating private and official trips; and missions not always complying with directives issued by Headquarters (para. 219). The Board recommends that the Department of Peacekeeping Operations and the administrative heads of missions enforce the proper functioning of controls at all missions for the prevention of the use of United Nations vehicles for private purposes (para. 220).	The implementation of CarLog and the monitoring of CarLog data is in place. When the vehicle exceeds a mileage threshold during a specified time period, the head of the related section is requested to certify and support the need for the excess mileage. When a staff member uses a vehicle for liberty mileage, he/she is charged accordingly.
While the Board noted the efforts made by the Department of Peacekeeping Operations and the improvements at various peacekeeping missions, it made the following observations: deficiencies in the packaging, storage or temperature-control of rations were noted at MINURSO, UNIFIL, UNFICYP, UNOCI, ONUB, UNDOF and UNMEE; and discrepancies were noted between actual and recorded rations on hand at UNMEE and UNDOF (para. 324 (a) and (e)). The Board recommends that the Administration implement and enforce procedures to ensure proper management of rations (para. 326).	Repairs were made to the refrigerated container thermograph in Adigrat two days after the observation was made. The Supply Section ensures the contractor's compliance with the provision and maintenance of refrigerated containers. Recommendation accepted and implemented. The discrepancy was the result of a clerical error: instead of 2,000 compo-ration packs, 200 were indicated. The error was corrected immediately upon receiving the observation.

Requests/recommendations	*Action taken to implement request/recommendation*
The Board noted the following shortcomings with regard to leave management. UNMEE had to redesign its leave form to ensure verification of a sufficient leave balance before authorization of leave (para. 334 (c)). The Board recommended that the Administration monitor missions' compliance with leave policies and procedures and ensure that accurate leave records are maintained (para. 335).	Noted and implemented.
To reduce gaps in its staffing table of 24 air operations positions, UNMEE recruited seven local staff members through purchase orders. This hiring was in violation of General Assembly resolution 59/296 (sect. VIII, para. 11), in which the Assembly, regarding the practice of hiring individual contractors or individuals on procurement contracts to perform functions of a continuing nature, requested the Secretary-General to revert to the Assembly for its consideration of the creation of a post if the function was ongoing and was so warranted (para. 353). The Board recommended that the Administration comply with Assembly resolution 59/296 (sect. VIII, para. 11) prohibiting the hiring of individuals through purchase orders (para. 354).	The practice of recruiting national staff members as individual contractors or on procurement contracts to perform functions of a continuing nature was discontinued in UNMEE in November 2005, as recommended by the Board.
The list of cases of fraud or presumptive fraud reported by UNAMSIL was compared to the list provided by Headquarters. A total of 28 cases were reported by UNAMSIL compared to a total of 25 cases reported by headquarters relating to UNAMSIL. There is therefore a difference of three cases between the two lists presented. At UNMEE and UNMIK, a further 2 and 16 cases, respectively, were not reported by the Missions to Headquarters (para. 404). The Board recommended that the Administration ensure the accuracy and consistency of information reported of cases of fraud or presumptive fraud. The Board further recommends that the Administration confirm to the Board of Auditors the final list of fraud and presumptive fraud cases (para. 405).	The Mission has requested that it be given the list of cases referred to in the observation in order to take the appropriate steps.

D. Office of Internal Oversight Services

(A/60/713 and A/60/717)

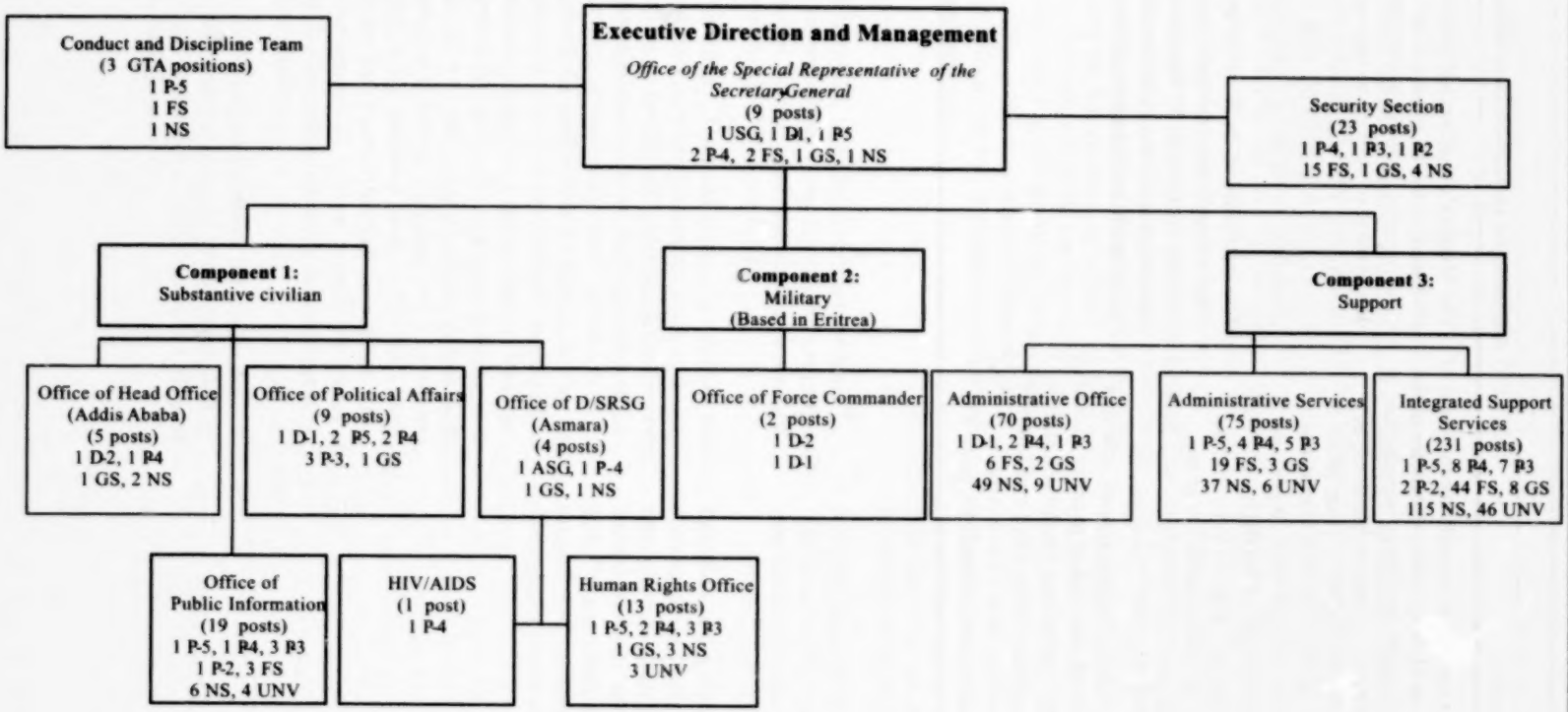
Requests/recommendations	*Action taken to implement request/recommendation*
The general impression resulting from the Office of Internal Oversight Services survey of personnel in ONUB, UNOCI, UNMIK and UNMEE was that mission management was not even-handed in addressing disciplinary issues. The common perception was that senior management and commanders were allowed to avoid punishment for misconduct, while lower-ranking personnel were punished for the same offences. For example, in UNMIK, although civilian police policies are clear on what disciplinary action should be taken, many civilian police respondents indicated that disciplinary action, in practice, was applied inconsistently.	The perception that senior management and commanders were allowed to avoid punishment for misconduct is not entirely founded. For instance, the Special Representative of the Secretary-General issued a letter of censure to a senior military commander as a result of violations disclosed by a resident auditor's report. Attempted fraud by a head of section was discovered by the Finance Section and forwarded to the Office of Internal Oversight Services for further action. Allegations about unequal handling of cases reported by national staff against international staff should be substantiated by evidence and investigation by respective bodies.
In UNMEE, some local staff respondents commented that cases reported by national staff against international staff should be handled equally (A/60/713, para. 12).	Nevertheless, the Mission management will endeavour to maintain equality in addressing disciplinary issues.
The Office of Internal Oversight Services found that there had been numerous cases of drunk driving in the UNMEE Mission area. However, there appeared to be no uniform standard for handling them. In one case, a private, who entered the staff officer's camp on foot and was allegedly drunk, was repatriated on disciplinary grounds. However, a lance corporal from the same contingent, who had been drinking, was not allowed into the staff officer's camp as he had a local female with him. He, nevertheless, went inside the camp, took an UNMEE truck and hit the gate beam. Although his offence was more serious, he was not repatriated. Issues of repatriation are initiated by the contingent commanders. Such varying punishments for misconduct offences gave rise to the strong perception of unequal treatment of offenders in the Mission (A/60/713, para. 13).	Initiation of the repatriation process of military contingent members is a prerogative of the respective contingent commanders. The national military authorities of troop-contributing countries need to be advised through the permanent missions to instruct contingent commanders accordingly.

Requests/recommendations	*Action taken to implement request/recommendation*
Field missions carried an overall vacancy rate of 23 per cent as at 31 May 2005. Vacancies in the Professional category and above were higher, at 32 per cent. While it is reasonable to expect higher vacancies during the start-up phase of new missions, such as UNMIS, UNOCI and UNMIL, vacancy rates of over 20 per cent in ongoing missions, such as MONUC, UNMEE, UNIFIL and UNTSO at any level could be detrimental to the implementation of the missions' mandates or may indicate that some of the posts are not required. There was no mechanism, such as a human resources action plan, in individual missions to monitor vacancies and set targets for attaining the desired staffing levels. In the opinion of the Office of Internal Oversight Services, such a mechanism is critical to control vacancy rates (A/60/717, para. 41).	The Mission's high vacancy rate may be attributed to the fact that one of the host Governments (Eritrea) has restricted the deployment of staff of certain nationalities into its territory. This restriction hampers recruitment and limits the field of suitable candidates to fill certain vacancies. The instability of the Mission and the fact that it has recently been downsized more than once with the prospect of further downsizing in the near future contributes to the difficulties in hiring qualified international staff.

Annex

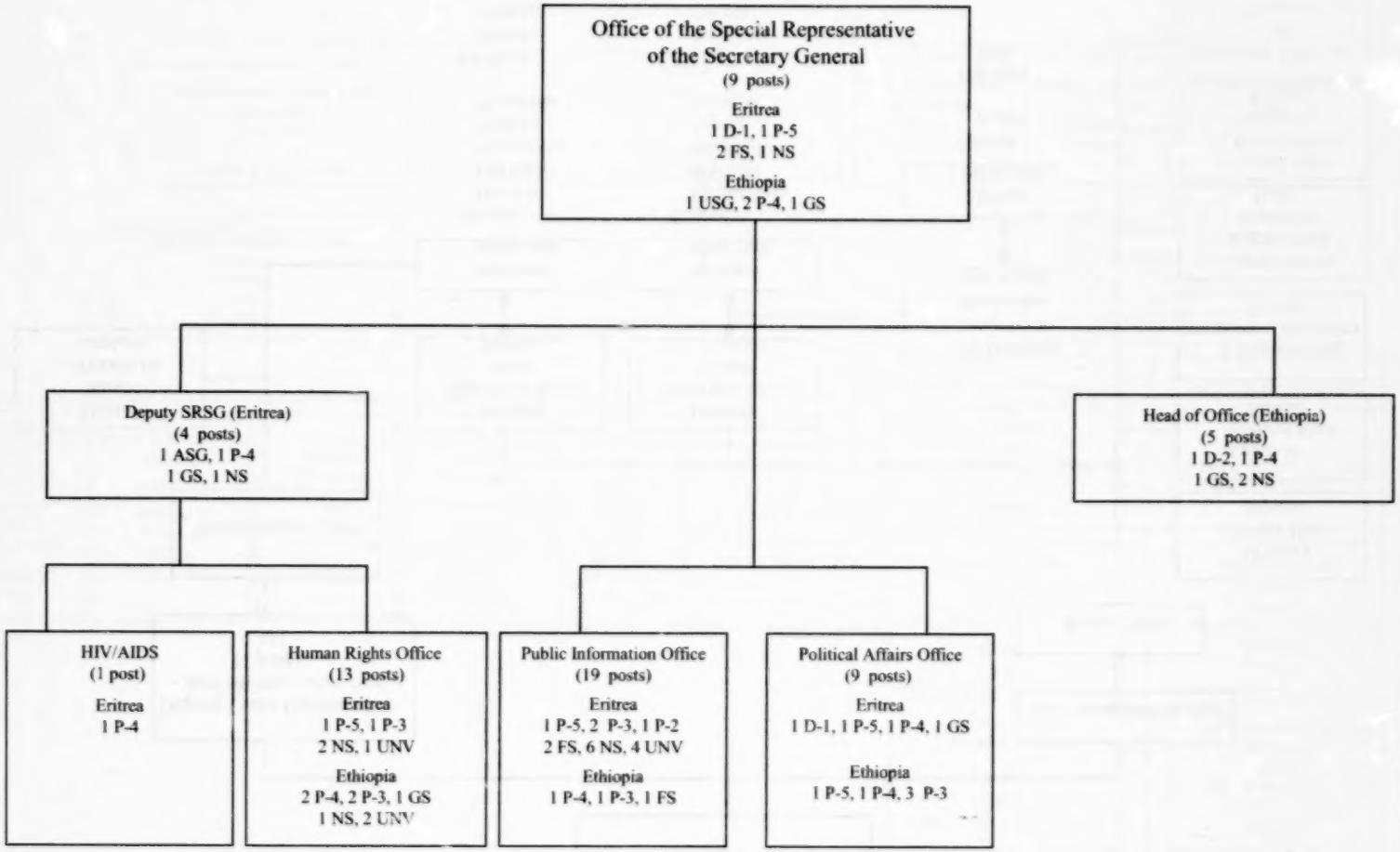
Organization chart*

A. United Nations Mission in Ethiopia and Eritrea

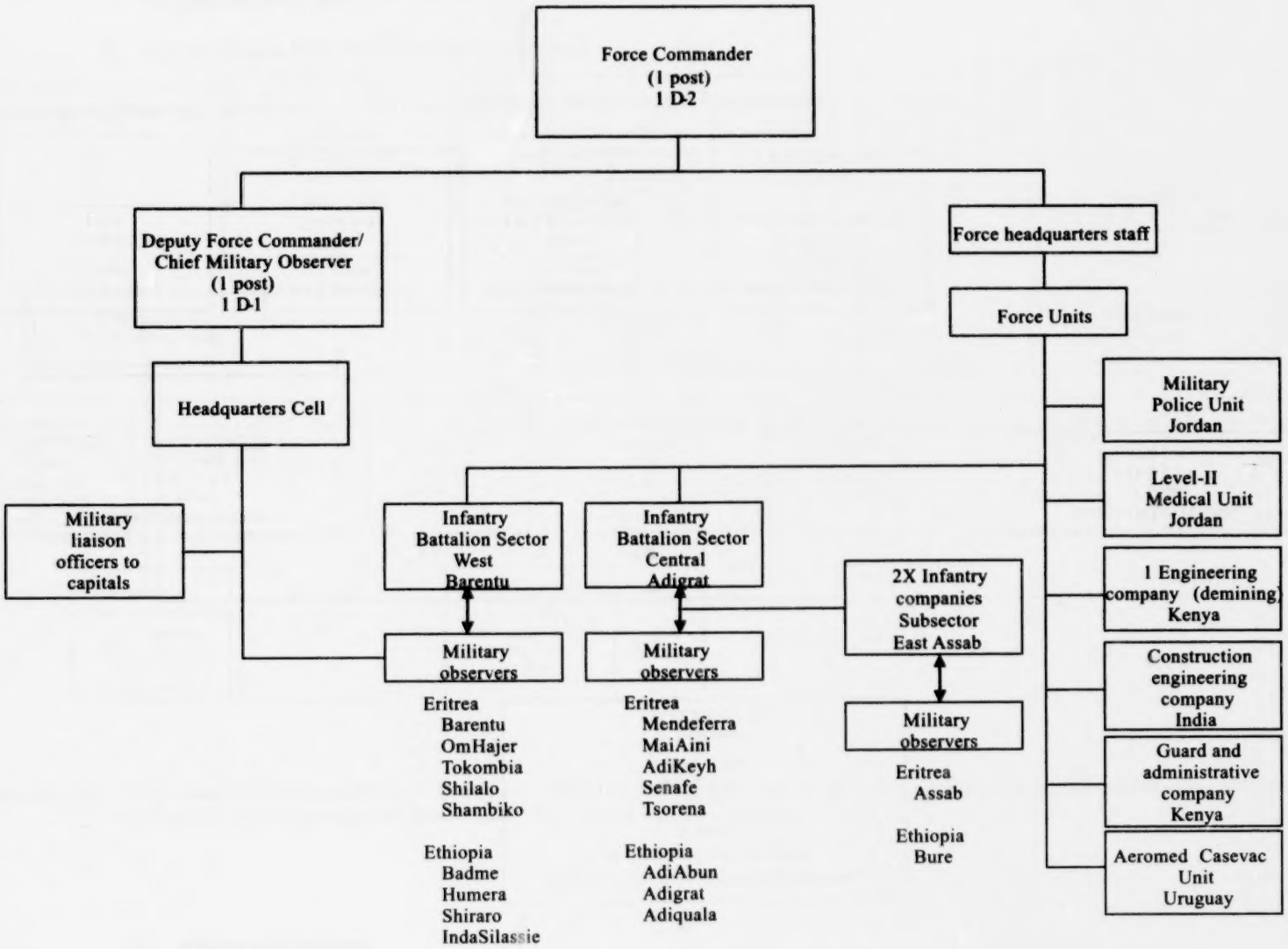


* *Abbreviations* USG, Under-Secretary-General; ASG, Assistant Secretary-General; D/SRSG, Deputy Special Representative of the Secretary-General; FS, Field Service; GS, General Service; NS, national staff; UNV, United Nations Volunteers.

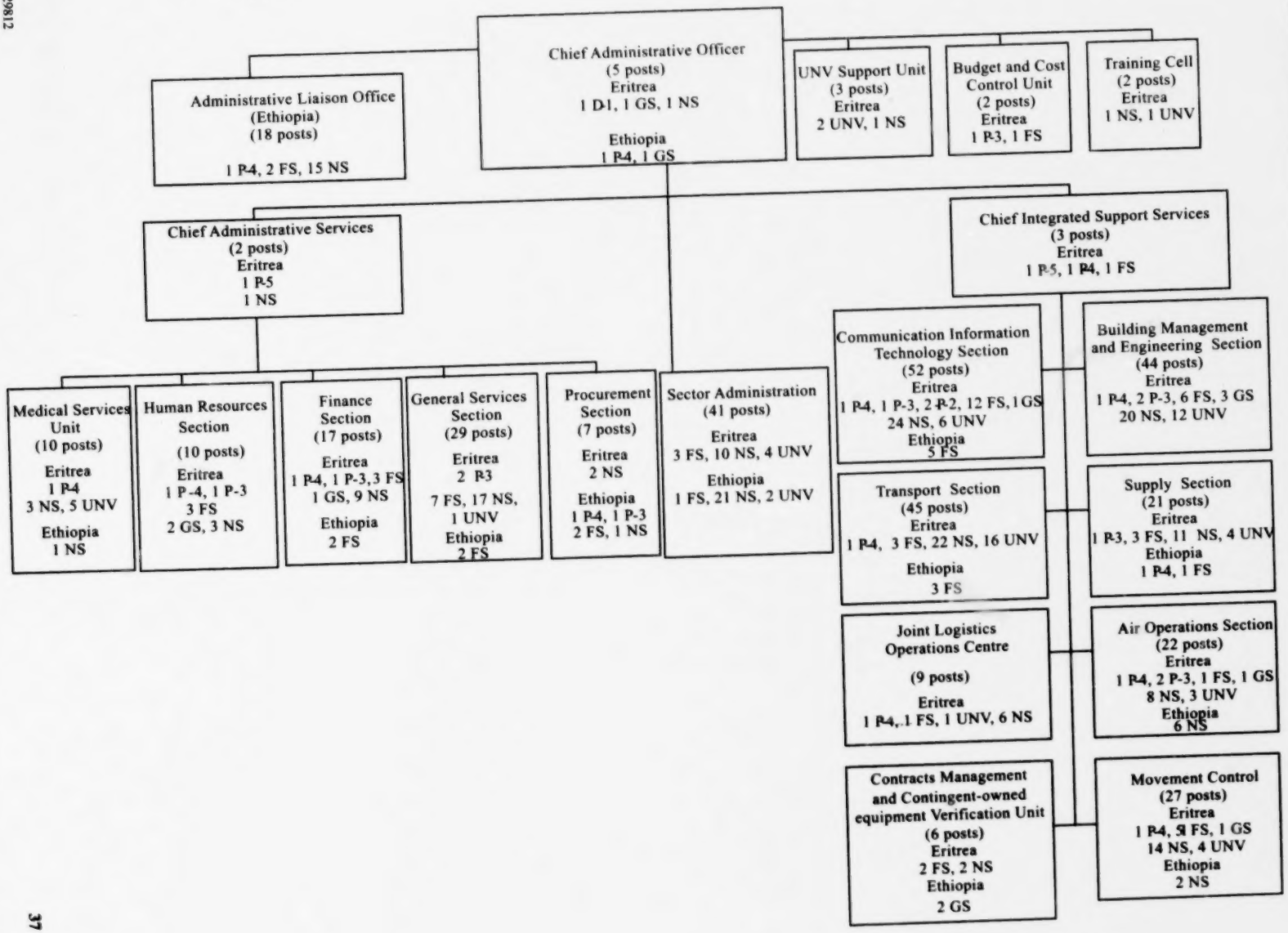
B. Substantive civilian



C. Military (based in Eritrea)



D. Support


Chief Administrative Officer
(5 posts)
Eritrea
1 D-1, 1 GS, 1 NS
Ethiopia
1 P-4, 1 GS
Administrative Liaison Office
(Ethiopia)
(18 posts)
1 P-4, 2 FS, 15 NS
UNV Support Unit
(3 posts)
Eritrea
2 UNV, 1 NS
Budget and Cost Control Unit
(2 posts)
Eritrea
1 P-3, 1 FS
Training Cell
(2 posts)
Eritrea
1 NS, 1 UNV
Chief Administrative Services
(2 posts)
Eritrea
1 P-5
1 NS
Chief Integrated Support Services
(3 posts)
Eritrea
1 P-5, 1 P-4, 1 FS
Medical Services Unit
(10 posts)
Eritrea
1 P-4
3 NS, 5 UNV
Ethiopia
1 NS
Human Resources Section
(10 posts)
Eritrea
1 P-4, 1 P-3
3 FS
2 GS, 3 NS
Finance Section
(17 posts)
Eritrea
1 P-4, 1 P-3, 3 FS
1 GS, 9 NS
Ethiopia
2 FS
General Services Section
(29 posts)
Eritrea
2 P-3
7 FS, 17 NS, 1 UNV
Ethiopia
2 FS
Procurement Section
(7 posts)
Eritrea
2 NS
Ethiopia
1 P-4, 1 P-3
2 FS, 1 NS
Sector Administration
(41 posts)
Eritrea
3 FS, 10 NS, 4 UNV
Ethiopia
1 FS, 21 NS, 2 UNV
Communication Information Technology Section
(52 posts)
Eritrea
1 P-4, 1 P-3, 2 P-2, 12 FS, 1 GS
24 NS, 6 UNV
Ethiopia
5 FS
Building Management and Engineering Section
(44 posts)
Eritrea
1 P-4, 2 P-3, 6 FS, 3 GS
20 NS, 12 UNV
Transport Section
(45 posts)
Eritrea
1 P-4, 3 FS, 22 NS, 16 UNV
Ethiopia
3 FS
Supply Section
(21 posts)
Eritrea
1 P-3, 3 FS, 11 NS, 4 UNV
Ethiopia
1 P-4, 1 FS
Joint Logistics Operations Centre
(9 posts)
Eritrea
1 P-4, 1 FS, 1 UNV, 6 NS
Air Operations Section
(22 posts)
Eritrea
1 P-4, 2 P-3, 1 FS, 1 GS
8 NS, 3 UNV
Ethiopia
6 NS
Contracts Management and Contingent-owned equipment Verification Unit
(6 posts)
Eritrea
2 FS, 2 NS
Ethiopia
2 GS
Movement Control
(27 posts)
Eritrea
1 P-4, 5 FS, 1 GS
14 NS, 4 UNV
Ethiopia
2 NS